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ABSTRACT

This report describes the current delivery of adult English-as-a-Second-Language (ESL) instruction in British Columbia (Canada), identifying needs for services not being met currently, the nature of services required to meet those needs, and related educational issues. Findings are intended for the use of provincial policy-makers to improve services and delivery. Information comes from three sources: (1) demographic analyses of the population immigrating to British Columbia during the period 1980-90, based on national census and immigration data; (2) a descriptive survey of current British Columbia programs of adult ESL instruction, including program types, standards of service delivery, population characteristics, and potential needs; and (3) case studies of 10 communities representative of the overall provincial population, including interviews of 382 individuals. The results of each of these analyses are presented separately and in an executive summary. A 31-item bibliography is provided. Appended materials include a list of issues identified in four previous reports, survey letters and instruments, a list of adult ESL service providers in British Columbia that were surveyed, interview forms for the case studies, and the summary of one community case study. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)

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IDENTIFICATION OF CURRENT NEEDS AND ISSUES RELATED TO THE DELIVERY OF ADULT ESL INSTRUCTION IN BRITISH COLUMBIA

A Report Submitted by
Dr. Alister Cumming
Department of Language Education
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Department of Language Education, University of British Columbia

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Table of Contents

Executive Summary v
- Purpose of the Project vii
- Demographic Analyses ix
- Descriptive Survey of Current ESL Programs in B.C. xi
- Ten Case Studies xv

Introduction 1
- Purpose of the Project 1
- Previous Studies 2
- Acknowledgements 3

Demographic Analyses 6
- Summary Points 6
- Purpose and Approach 7
- Data from Records of Immigrant Landings 7
- Size of the Adult Population with Limited English 12
- Locations of the Adult Population with Limited English 17
- Gender Composition of the Adult Population with Limited English 21
- Mother Tongues of B.C. Immigrants 25
- Education Levels of Adult Immigrants with Limited English 26
- Intended Occupations 38
- Immigration Classes 43
- Projected Future Levels of Immigration 47

Descriptive Survey of Current ESL Programs in B.C. 50
- Summary Points 50
- Purpose and Approach 53
- Adult ESL Programs in B.C. 55
- Student Characteristics 66
- Instructional Capacity 78
- Perceptions of Unmet Need 90

Ten Case Studies 96
- Summary Points 96
- Purpose and Approach 98
- Analyses 106
- Findings -- Case Studies 107
  - Sutter Heights 108
  - Cedar Landing 112
  - Groveshire 116
  - Valleyview 120
  - Hillsville 123
  - Hammond 127
  - Dogwood Cove 131
  - Woodvale 134
  - Coleton 137
  - Summary 141
- Findings for Each Population 146
  - Adult Immigrants 146
  - Retail Sales 149
  - Health Care 150
  - Education 151
  - Employers 152
  - ESL Instructors 153
  - Summary 155

References 157

Appendices

Appendix A: Issues Identified in Four Previous Reports 160
Appendix B: Survey Letters and Instruments 165
Appendix C: Agencies Surveyed Providing Adult ESL in B.C. 174
Appendix D: Interview Schedules for Case Studies 184
Appendix E: Case Study of Glenwood 197

List of Tables

Table 1: B.C. Immigrant Landings - Language Ability by Age 13

Table 2: B.C. Immigrant Landings - Language Ability by Intended Destination 19

Table 3: B.C. Immigrant Landings - Language Ability by Gender 23

Table 4: B.C. Population by Sex by Official Language Ability - 1986 Census 24

Table 5: B.C. Immigrant Landings - Language Ability by Top 10 Native Language 27

Table 6: B.C. Immigrant Landings with English Language Ability by Mother Tongue - 1980 and 1989 30

Table 7: B.C. Adult (18 and over) Immigrant Landings - English Language Proficiency by Education Level 31

Table 8: B.C. Population Age 15+ by Education by Official Language Ability - 1986 Census 36

Table 9: B.C. Immigrant Landings - Language Ability by Intended Occupation 39

Table 10: B.C. Immigrant Landings - Language Ability by Immigration Class 44

Table 11: Capacity Estimations 61

Table 12: Student Registrations By Agency Type, January 1991 68

Table 13: Student Registrations by Region, January 1991 68

Table 14: Proficiency Levels of Students by Agency Type, January 1991 73

Table 15: Proficiency Levels of Students by Region, January 1991 73

Table 16: Proficiency Levels of Students by Status, January 1991 76

Table 17: Teacher Employment by Region 80

Table 18: Teacher Employment by Agency Type 80

Table 19: Teacher Qualifications by Agency Type 85

Table 20: Teacher's ESL Experience by Agency Type 85

Table 21: Teacher's ESL Experience by Region 85

Table 22: Characteristics of Ten Communities 103

List of Figures

Figure 1: Student Registrations by Agency Type, January 1991 69

Figure 2: Student Registrations by Region, January 1991 70

Figure 3: Proficiency Levels of Students by Agency Type, January 1991 74

Figure 4: Proficiency Levels of Students by Region 75

Figure 5: Teacher Employment by Region 81

Figure 6: Teacher Employment by Agency Type 82

Figure 7: Teacher Qualifications by Agency Type 86

Figure 8: Teacher's ESL Experience by Agency Type 87

Figure 9: Teacher's ESL Experience by Region 88

Figure 10: Sampling Design: Pseudonyms of Ten Communities in B.C. 102

IDENTIFICATION OF CURRENT NEEDS AND ISSUES RELATED TO THE DELIVERY OF ADULT ESL INSTRUCTION IN BRITISH COLUMBIA

Executive Summary

A Report Submitted by Dr. Alister Cumming

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With assistance from Beryl Tonkin in Victoria and

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March 1991

Purpose of the Project

The purpose of this project was to describe the current delivery of adult ESL (English as a Second Language) instruction in British Columbia, identifying needs for service not being met within existing resources, the nature of services required to meet these needs, and educational issues related to them. Findings from the project are presented here to assist provincial officials in making decisions on the delivery of adult ESL instruction to achieve more effective settlement of immigrants in the province.

Three approaches were taken to the study:

1. Demographic Analyses: to identify general characteristics and locations of adult immigrant populations who may potentially benefit from ESL instruction. Data prepared by the Planning and Statistics Division of the B.C. Ministry of Finance and Corporate Relations were analyzed to describe characteristics of the population immigrating to B.C. from overseas from 1980 to 1990 using Employment and Immigration Canada's Landed Immigrant Data System as well as related tables from the 1986 Census of Canada.

2. Descriptive Survey of Current Programs Delivering Adult ESL Instruction in B.C.: to describe types of adult ESL programs being delivered; standards of service delivery; characteristics of populations currently being served and in need of service; and types of programing and curriculum development potentially needed. Beryl Tonkin, working within the offices of the B.C. Ministry of Adult Education, Training, & Technology, conducted a detailed telephone and FAX survey of 66 delivery agents currently providing adult ESL instruction throughout the province.

3. Case Studies of Ten Communities: to determine unmet need and issues related to ESL programing within communities representative of the overall B.C. population; then to infer the extent and type of programming required to meet unmet needs. Intensive case studies were conducted by ten UBC graduate students with ESL and cross-cultural experience and facility in relevant languages (e.g. Cantonese, German, Hindi, Japanese, Mandarin, Punjabi, Spanish) of ten communities representing variation in immigration levels (high, medium, low) and geographic units (urban, suburban, others) in the province, giving consideration also to variation in industries, socio-economic status, and major ethnic populations. Descriptions of the communities were derived from interviews, census data, and local documentation. Three populations were interviewed in each community using a structured interview schedule: (1) providers of ESL services, e.g. teachers, administrators, and immigrant and multicultural service workers; (2) adult immigrants currently, previously, and potentially in ESL programs; (3) providers of public services and employment in four domains -- health care, employers, consumer sales, and education. Ten to 15 individuals in each population in each community were interviewed forming 382 interviews in total. Results were compiled to create descriptive profiles of common communication problems and perceived needs for adult ESL instruction and immigrant services.

Demographic Analyses

* Needs for adult ESL instruction and related settlement services will apply to about 12,000 adults annually landing in B.C. from overseas in the coming fiveyears, in addition to an existing population which probably numbers between 43,000 adults who speak no English at all and 129,000 very limited English-speaking adults residing in the province now. Well over 140,000 adults in B.C. could make use of ESL instruction in the early 1990s.

* At least 80% of this non-English-speaking adult population resides or will reside in the Lower Mainland and greater Victoria areas.

* The population with no English proficiency at all in B.C. now consists of about twice as many women as men, even though the gender distribution among adult immigrants arriving in B.C. is almost equivalent upon landing.

* More than 80% of the adult population with no English proficiency at all in B.C. has less than a high school education and more than 70% arrive in B.C. without distinct occupational skills.

* The vast majority (77%) of non-English-speaking adults in B.C. speak Cantonese or Punjabi as mother tongues, although a large number of other diverse languages are also represented.

* About 75% of the adult non-English-speaking population has landed in B.C. over the past decade under the family, assisted relative, and designated refugee immigration classes.

* Altogether, the present analyses indicate clearly that needs for adult ESL

instruction in B.C. must take into account not only (a) annual flows of non-English-speaking immigrants into the province but also (b) additional immigrants landing with some limited English proficiency, (c) immigrants with limited English moving to B.C. from other provinces (i.e. secondary migration), and (d) the distinct tendency for adult populations with no or limited English proficiency to accumulate in the province, over periods of up to seven years, according to the time needed to acquire full proficiency in a second language, socialize into a new culture, and settle in a new country of residence.

Descriptive Survey of Current ESL Programs in B.C.

* Data were collected from 66 agencies providing adult ESL instruction in B.C.: 17 community colleges and university extension programs, 14 school district continuing education programs, 19 immigrant serving agencies, 15 private businesses, and 1 agency offering distance education and workplace programs. Forty-five of these agencies were located in the greater Vancouver and Victoria areas; 21 were in other regions of B.C. The response rate to the survey was 96%.

* A total of 14,549 adults were participating in formal ESL instruction in B.C. in January 1991. Of this total number, 12,097 adults were Canadian citizens, landed immigrants, and refugee claimants. About 81% of these permanent residents of B.C. were paying tuition fees, on average, of between $1.00 and $6.60 per contact hour of instruction plus additional fees for program registration, materials, and activities. Only 19% (2,332 adults) of these permanent residents of Canada were under federal government sponsorship for their tuition and course registration in these ESL programs. In addition, 2,452 adults visiting Canada from overseas formed 17% of the total population in these ESL programs, paying tuition fees which averaged $6.95 per contact hour of instruction.

* Among the adults studying ESL in B.C., 31% had a beginning proficiency in English, 29% had an intermediate proficiency in English, 20% had an advanced proficiency, and 20% were in programs where their English proficiency was not assessed or available.

* Geographically, 91% or 13,228 of the adults participating in ESL programs were in the greater Vancouver and Victoria areas, and 9% (1,321 adults) were residing in other parts of the province.

* Of the 169 distinct programs for adult ESL instruction offered in B.C., 30% were reported to be for general communication skills, 25% for academic preparation, 19% for employment preparation, and 26% for initial settlement, orientation, and citizenship preparation.

* Among adult ESL programs in B.C., 27% were offered on a full-time basis (more than 21 hours per week), 40% on a half-time basis (10 to 20 hours per week), and 32% on a part-time basis (1 to 9 hours per week).

* Of the total of 990 adult ESL classes offered in B.C. in January 1991, 45% were provided by community colleges and university extension programs, 31% were provided by school district continuing education programs, 11% were provided by immigrant serving agencies, 12% were provided by private businesses, and the remaining proportion (less than 1%) were provided by distance education in people's homes or in specific workplaces.

* Eighty-five per cent of the adult ESL classes in B.C. were located in the Lower Mainland or greater Victoria area, whereas 15% were located in other regions of the province.

* A total of 928 instructors were teaching ESL to adults in B.C.; 87% of these instructors were located in the greater Vancouver or Victoria areas, mostly working part-time with an overall, average student-teacher ratio of 1:17. In other regions of the province, 13% of the adult ESL teaching force was teaching 9% of the adult ESL student population (at an average ratio of 1 teacher to 11 students).

* ESL instructors working in B.C. at the time of the survey included 760 people with ESL teaching certificates, diplomas, or bachelor's degrees in ESL education; 202

people with masters or doctoral degrees; and 45 individuals with B.C. teacher's certificates in other specializations. Their experience teaching ESL was 10% with less than one year experience, 33% with one to five years experience, 27% with five to ten years experience, and 28% with more than 10 years teaching experience.

* Counselling, orientation, interpreting, and translation services in students' mother tongues were said to be available at 45% of the agencies surveyed, available only for certain languages at another 15% of the agencies, and not available at 39% of the agencies.

* Instruments and procedures reported to be used for student assessment for the purposes of placement in programs or evaluation of achievement varied greatly from agency to agency, showing little overall consistency or common standards.

* More than half of the agencies surveyed perceived needs to be "essential" or "great" for improvement to their curriculum, equipment, materials, resources, instructional staffing, and administrative capacities. Other areas of great perceived need were: program support services, particularly child and day care, various kinds of counselling, and financial aid; facilities, especially classroom space; numerous aspects of program implementation, such as class sizes, scheduling, student assessment, and programing for specific purposes or groups; relations with other forms of adult education, government agencies, immigrant services, and local communities; and teacher certification and professional development.

* Sixty-eight percent of the agencies surveyed said they were not usually able to accommodate all students applying to their adult ESL programs, particularly for

beginning level ESL; ESL literacy; programs for specific purposes (e.g. vocational, academic, professional), skills (e.g. pronunciation, writing) or specific populations (e.g. seniors, learning disabled); and part-time evening courses.

* Wait lists kept by 26 agencies document the names of 4,469 adults wishing to register for ESL classes who could not be accommodated in January 1991, almost all residing in the greater Vancouver and Victoria areas. An equivalent number was documented on wait lists for the autumn of 1990. These non-English speakers not accommodated in current programs were at all levels of English proficiency, represented a variety of language and ethnic backgrounds, and were said to want to improve their English to better their employment prospects or communication at work, to further their academic or occupational credentials, to participate more fully in Canadian society, and to communicate with family members.

Ten Case Studies

* Case studies of ten communities in B.C. were conducted interviewing adult immigrants with limited English, providers of ESL and immigrant services, and people working in retail sales, health care, public education, and employment in 4 urban, 3 suburban, and 3 town settings representing areas of low, medium, and high immigration in the province, different levels of socio-economic status, major industries, and major ethnic groups. Case study profiles of each community were developed focusing on communication problems, use of existing ESL and settlement services, and perceived needs for types of local programing.

* Six kinds of frequent communication problems were identified in consumer activities, health care, public education, and work or employment situations: not understanding or being able to describe specific terms, instructions, procedures or policies; not understanding or being able to participate in informal chit-chat or peer-level conversation; avoidance of important situations because of language and communication problems; having to use unskilled interpreters and translators to communicate or to assist in performing tasks; not knowing or accommodating cultural norms resulting in inequity or discrimination; inadequate systems for acknowledging certification or assessment of previous credentials, education, or knowledge.

* These six communication problems were reported to occur "sometimes" to "a lot" in consumer activities, public education, and work situations and "a lot" to "always" in health care in 8 of the 10 communities, those which had over 7% of their population reporting mother tongues other than English in the 1986 census. To the extent that the case studies are representative of B.C.'s overall population, similar problems can be presumed to exist in other B.C. communities with similar

levels of settlement by non-native speakers of English.

* Current ESL and immigrant services were said to be assisting adult immigrants to B.C. with limited English by: improving people's functional English for communication, helping to find work, or improving work relations; providing a transition into the mainstream society, reducing isolation, and facilitating self-confidence, social participation and a sense of belonging to Canadian society; fostering improvement in specific language skills (e.g. reading, pronunciation); or providing translation or interpretation to facilitate communication in a specific circumstance or understanding of Canadian society.

* Six reasons were commonly given for recent immigrants not using existing ESL programs or settlement services in B.C.: programs not available locally or having waiting lists to enter them; expense of programs; family responsibilities (e.g. child care, maternity); lack of awareness of programs; lack of transportation; or program content or scheduling was perceived to be unsuitable.

* Seven suggestions were frequently made to improve ESL or settlement programs in B.C.: provide more ESL instruction for specific purposes or groups; increase the number, scheduling, and range of course offerings and information available about them; provide alternative forms of delivery; expand and make more equitable government assistance to subsidize courses and provide more consultation on program needs; develop more reliable and accessible interpretation, translation and counselling services; orient the majority population to understand immigrant communities and cultural differences better; provide more ESL teacher training, better employment conditions for teachers, instructional materials and resources, and policies for coordination and evaluation of programs.

INTRODUCTION

Purpose of the Project

The purpose of this project was to describe the current delivery of adult ESL (English as a Second Language) instruction in British Columbia, identifying needs for service not being met within existing resources, the nature of services required to meet these needs, and educational issues related to them. Findings from the project are presented here to assist provincial officials in making decisions on the delivery of adult ESL instruction to achieve more effective settlement of immigrants in the province.

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Previous Studies

The present study was not, of course, the first assessment of needs for adult ESL instruction in B.C. or Canada, although distressingly little systematic research has been conducted on this population. Initial ideas for the present study were informed by a preliminary review of two earlier reports on the situation in B.C. (Directions ESL, 1981; Selman, 1979) and two recent studies for Employment and Immigration Canada (1990a; 1990b). From these four sources we have summarized a variety of issues listed in Appendix A related to adult immigrants' orientation, counselling, funding, policy,

language training, program implementation, social and political tensions, special needs (for women, children, literacy), employment, health, and housing. In conceptualizing the present research, studies by Belfiore & Heller (1988), Burnaby (1989), Cumming & Gill (1991), P. Cumming, Lee & Oreopoulos (1989), Mastai (1980), and Seward & McDade (1988) were also useful.

Acknowledgements

This project benefited from the guidance of an advisory committee which kindly contributed their time and knowledge to review and provide expert input to initial plans for the project then to an earlier draft of the present report. Their insights, assistance, and opinions were greatly appreciated.

Advisory Committee

Gwen Armstrong, B.C. Ministry of Advanced Education, Training, and Technology

William Day, Douglas College

Mobina Jaffer, National Association of Immigrant and Visible Minority Women

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George Varnai, Employment and Immigration Canada

Patricia Wakefield, private consultant

Additional consultations were held with Professor Emerita Mary Ashworth who contributed her expertise on adult ESL in the province, George Gray of the Sociology

Department who advised on research methods and design, and Mary Selman, formerly of the Open Learning Agency, who assisted in the preparation of the interview schedule. These individuals also reviewed a draft copy of this report and provided informed input from their professional perspectives.

Most of the work on the project was a team effort, combining three sets of resources. Don McRae and Frank Ip of the The Planning and Statistics Division of the B.C. Ministry of Finance and Corporate Relations compiled the demographic data expertly and efficiently, advising us carefully of the available information and its limitations. Beryl Tonkin studiously took on the time-consuming task of conducting the survey of current adult ESL programs, preparing an inventory of these programs largely from scratch, coordinating countless mail and telephone contacts, and compiling the data efficiently in preliminary form. The case studies were conducted earnestly and diligently by ten graduate students in Language Education, Adult Education, and Social and Educational Studies at UBC: Karuna Agrawal, Sadhu Binning, Luda Chiu, Melodie Cook, Ron Fazio, Karen Kadatz, Cheri MacLeod, Dean Mellow, Catherine Ostler-Howlett, and Alejandro Palacios. For each, this experience was an especially informative and rewarding complement to their studies, demonstrating the value of linking applied policy research closely to the resources of higher education and the advanced training of experienced professionals. Dean Mellow tirelessly organized the development, piloting, and refinement of the case study interview schedule. Alejandro Palacios gathered much of the census data and together with Luda Chiu, Ron Fazio, and Catherine Ostler-Howlett prepared the database from our interview records. Melodie Cook expertly and cheerfully handled the manuscript preparation, as well as a review of previous reports on this topic.

Special thanks are due to Catherine Stigant of the Ministry of International Business and Immigration who acted as our government liaison, coordinating the project in a

congenial, efficient, and helpful manner throughout. Similarly, Gwen Armstrong of the Ministry of Advanced Education, Training, and Technology eagerly helped to facilitate the project in numerous ways, particularly the survey of current programs. We all thank the several hundred people who agreed to be interviewed or surveyed in the process of this study. We hope that this report will help to improve their lives and work and will contribute substantially to the future development of adult language education and immigrant settlement in British Columbia.

Alister Cumming, Ph.D.
Assistant Professor
Department of Language Education
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March 28, 1991

Demographic Analyses

Summary Points

* Needs for adult ESL instruction and related settlement services will apply to about 12,000 adults annually landing in B.C. from overseas in the coming five years, in addition to an existing population which numbers between 43,000 adults who speak no English at all and 129,000 very limited English-speaking adults residing in the province now. Well over 140,000 adults in B.C. could make use of ESL instruction in the early 1990s.

* At least 80% of this non-English-speaking adult population resides or will reside in the Lower Mainland and greater Victoria areas.

* The population with no English proficiency at all in B.C. now consists of about twice as many women as men, even though the gender distribution among adult immigrants arriving in B.C. is almost equivalent upon landing.

* More than 80% of the adult population with no English proficiency at all in B.C. has less than a high school education and more than 70% arrive in B.C. without distinct occupational skills.

* The vast majority (77%) of non-English-speaking adults in B.C. speak Cantonese or Punjabi as mother tongues, although a large number of other diverse languages are also represented.

* About 75% of the adult non-English-speaking population has landed in B.C. over the past decade under the family, assisted relative, and designated refugee immigration classes.

* Altogether, the present analyses indicate clearly that needs for adult ESL instruction in B.C. must take into account not only (a) annual flows of non-English-speaking immigrants into the province but also (b) additional immigrants landing with some limited English proficiency, (c) immigrants with limited English moving to B.C. from other provinces (i.e. secondary migration), and (d) the distinct tendency for adult populations with no or limited English proficiency to accumulate in the province, over periods of up to seven years, according to the time needed to acquire full proficiency in a second language, socialize into a new culture, and settle in a new country of residence.

Purpose and Approach

The purpose of these demographic analyses is to describe the general characteristics of the adult population of British Columbia which has recently immigrated from outside Canada and which may potentially need or benefit from ESL instruction and related settlement services. Two data sources have been analyzed. The first is Employment and Immigration Canada's "Landed Immigrant Data System" (LIDS) which is a compilation of records completed by individual immigrants upon their arrival in British Columbia. The second data source is the 1986 Census which is a national survey of selected aspects of Canada's population. Both sources are comprehensive but neither use precise criteria for English language proficiency or reliable methods for gathering accurate information on language proficiency.

Data from Records of Immigrant Landings

The Landed Immigrant Data System asks individuals to declare whether they speak English and/or French or neither language. The data arising from these declarations form a measure of the population which declares itself unable to speak either official Canadian language. However, these declarations do not allow any self-report of degree

of proficiency in English, no distinctions are made between conversational or literate uses of the language, and no information is collected on proficiency in languages other than English or French. No descriptions of "fluency in English" are provided to guide these declarations, so the reliability of these self-reports of proficiency in English is uncertain.

The LIDS data thereby permit identification of the adult immigrant population arriving in B.C. from outside of Canada which cannot speak English at all. However, this means of identification is obviously a gross underestimation of the population which may need or benefit from ESL instruction, given the nature of the information obtained. The resulting figures might best be considered as an estimate of the population which is most severely in need of English instruction for basic communication needs and some participation in society. The data available do not make clear how much of the immigrant population may speak English only to a limited extent (e.g., from a few school or college courses or from occasional contacts with English informally in other countries). It can be assumed that such limited-English-speakers make up a sizable number of those stating they can speak English in the LIDS data. Individuals with some limited proficiency in English may benefit substantially from ESL instruction and settlement services for purposes related to their employment, further education, or use of social and communication services.

This report has considered the LIDS data for the past 10 years since research on second language acquisition indicates that people take almost two years to attain communicative, conversational fluency in a second language, under the most favorable conditions, and up to seven years to achieve full proficiency (i.e. for academic studies or cognitively demanding work) (Cummins, 1984; Ellis, 1986; Klein & Dittmar, 1979; Perdue, 1984). Moreover, related research has suggested that some immigrants to Canada, particularly women, only consider themselves able to pursue language studies after they

have established a secure home life and economic position, a point which may be 3 to 10 years after their initial immigration (Cumming & Gill, 1991; Seward & McDade, 1988). In short, recent arrivals are not simply the only members of the adult population in B.C. who may need or benefit from ESL instruction and related services, as indicated by an approach which would consider only the annual flow of immigrants into the province. There is every reason to believe that the population needing ESL instruction in Canada increases cumulatively for periods of several years. Although some non-English speakers may acquire English within a few years of settlement, English may not become a dominant language for such populations until the second or third generations have passed through education systems in Canada (Edwards, 1985; Richmond, Kalbach & Verma, 1980).

The LIDS records contain additional information which we have tabulated against the self-declarations of English proficiency. These tabulations produce a profile of certain characteristics of the adult population which cannot speak English at all upon arrival in B.C. from outside Canada. We have selected six characteristics as most relevant to potential needs for adult ESL instruction: age; intended destinations in the province; gender; native languages; prior education; intended occupations.

1986 Census

The 1986 Census provides additional data to supplement this information. Whereas the LIDS data indicate the flow of immigrants into B.C., the census data account for the population within its place of residence at the time of the census. Many immigrants may not remain in the locations where they first intended to settle, many may move within urban environments, other regions, or provinces, and some may leave B.C. or Canada altogether. Although the census data are now five years out of date, they show patterns of settlement more reliably than the LIDS data, and they provide indications of settlement

trends in regards to the overall population of B.C.

Of relevance to the present study are three indicators of language use. Like the LIDS data, the 1986 census asked for declarations of official language ability. However, this information is subject to all of the same restrictions for the LIDS self-declarations noted above; a similar kind of self-report item was used. These data identify the population which, at the time of the census data collection, declared themselves unable to speak English at all. Again, these figures provide an indication of the number of people residing in B.C. who cannot speak English at all, which is a gross underestimation of the adult population which may need or benefit from ESL instruction and related settlement services.

Two other indicators of language use in the 1986 Census are "home language" and "mother tongue". Home language refers to the language which a person usually speaks at home. Mother tongue refers to a person's native or first language. Each of these indicators could provide a very gross (and inaccurate) overestimation of the population which may benefit from ESL instruction or have previously used it. Considerable caution is necessary here. Use of a language other than English at home, or evidence of a mother tongue other than English, certainly does not imply needs to improve English proficiency. A considerable proportion of B.C.'s overall population is multilingual. Only a small proportion of people with mother tongues other than English or who use a language other than English at home may not speak English fluently. Our reason for considering data on home language and mother tongue is to estimate the population who have some limited English proficiency but are not accounted for in the LIDS data because the LIDS records do not elicit this information from them or because they have not acquired much English after their settlement in B.C. The relation between English proficiency and home language or mother tongue is not a direct correspondence. The

census data also provide information on the gender, age, education levels, and mobility of the B.C. population, which have been cross-tabulated to verify and supplement the LIDS analyses.

Summary and Limitations

Two sets of data, the Landed Immigrant Data Systems (1980-1990) and the 1986 Census, have been analyzed with the purpose of describing the general characteristics of the adult population in B.C. which may potentially benefit from ESL instruction. A gross underestimation of the size of this population has been obtained from records of immigrant landings, supplemented by related data from the 1986 census. Imprecise, speculative estimations of this population can be extrapolated from other information in the 1986 census, using indicators such as home language and mother tongue, supplemented by ratios of migration to B.C. from other provinces. Together, these data suggest a range of figures which may represent the actual population that may need or benefit from adult ESL instruction. Tabulations with other data on this population provide descriptions of some of their relevant characteristics.

These data are comprehensive, but they lack precision. Precise definitions of language proficiency or other settlement needs would require direct, intensive assessment of individuals' language performance and social routines and intentions. Moreover, for many adults, a decision to participate in language instruction is a highly personal choice made in relation to a range of services which may or may not be accessible presently or locally, of which they may or may not be aware as well as such factors as personal financial conditions, family or work responsibilities, or previous educational experiences. The present analyses speak directly to general policies for education, indicating the characteristics of potential adult ESL students, and the magnitude and locations of such populations, whose needs for education might be addressed. But demographic analyses

cannot of course explain how education should be organized or conducted, nor can they directly suggest principles for language learning, instruction, or curricula.

Size of the Adult Immigrant Population with Limited English

Immigrant Landings

From 1980 to September 1990, a total of 198,856 immigrants landed in British Columbia from outside of Canada, arriving at rates of about 12,000 to 28,000 people per year (see Table 1). The vast majority (76%) of these people were 18 years of age or older: 151,318. A small proportion (9%) of this adult population was over 65 years of age: 13,151.

Nearly half (45% or 68,259 people) of this adult population declared it did not speak English at all at the time of arrival in Canada (including 835 adults who spoke only French). The annual rate of non-English speaking adults arriving in B.C. from outside Canada ranged from about 5,000 to 9,000 people per year over the past decade, consistently forming almost half of the adult population landing annually in the province. If one considers the total adult population in B.C. to be roughly 2,500,000 (1986 Census), then the proportion of people immigrating into B.C. from outside Canada without any English proficiency at all have formed almost 3% of the total adult population over the past decade.

1986 Census

Only about half of this population which spoke no English at all upon arrival would appear to have acquired some English during their residence in B.C., either through formal instruction or informal interactions, according to related figures from the 1986 Census.

Table 1

BC Immigrant Landings – Language Ability by Age

Year	Age Group	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1980	0–17	2,350	20	28	4,260	2	6,660
	18–64	7,446	106	447	8,283	5	16,287
	65+	696	6	34	800	0	1,536
1981	0–17	2,313	34	13	3,100	12	5,472
	18–64	8,077	98	388	6,460	28	15,051
	65+	689	12	35	767	6	1,509
1982	0–17	1,807	31	19	2,385	6	4,248
	18–64	7,672	91	373	5,243	28	13,407
	65+	627	12	22	688	4	1,353
1983	0–17	959	22	11	1,770	0	2,762
	18–64	5,257	52	265	4,920	0	10,494
	65+	542	6	23	647	0	1,218
1984	0–17	797	13	12	1,814	0	2,636
	18–64	4,526	63	240	4,621	0	9,450
	65+	451	5	26	650	0	1,132
1985	0–17	697	5	10	1,809	0	2,521
	18–64	4,466	50	179	4,112	0	8,807
	65+	417	4	16	536	0	973
1986	0–17	854	11	10	1,914	0	2,789
	18–64	4,505	43	194	4,134	0	8,876
	65+	473	6	18	447	0	944
1987	0–17	1,460	17	28	2,976	0	4,481
	18–64	7,657	51	339	5,302	0	13,349
	65+	543	6	20	612	0	1,181
1988	0–17	1,863	18	21	4,236	0	6,138
	18–64	9,047	82	336	6,266	0	15,731
	65+	576	6	24	749	0	1,355
1989	0–17	1,979	27	13	4,548	5	6,572
	18–64	9,701	82	379	7,313	2	17,477
	65+	538	11	21	716	0	1,286
1990 Jan–Sep	0–17	995	17	10	2,223	14	3,259
	18–64	5,242	42	183	3,763	8	9,238
	65+	257	1	10	395	1	664

Prepared By: *Planning and Statistics Division, Ministry of Finance and Corporate Relations, Government of British Columbia.*

Source: *Employment and Immigration Canada.*

Date: *January, 1991.*

The census data on official language ability reveals that 1.5% (33,055 adults) of the total adult population in B.C. (2,259,315 people) declared they were not able to speak either English or French in 1986.

Comparison of the LIDS and Census data strongly suggests that the population of non-English-speaking immigrants in B.C. needs to be considered cumulatively, over the period of several years, rather than on the basis of annual flow, for the purpose of ESL needs assessment. If 33,055 adults spoke no English at all in B.C. in 1986, this population must have accumulated over many years since the annual rate of adults landing in B.C. without any English was only 5,000 to 9,000 per year from 1980 to 1986. These figures are especially suggestive of a long-term accumulation of adults unable to acquire English at all in B.C., given that a certain number of the immigrants arriving without English would have been served by existing ESL programs or have acquired some language proficiency informally. The need to consider adult populations requiring English language instruction cumulatively, rather than on the basis of annual flows, has important implications for educational and other kinds of policy planning.

Unfortunately, none of the data above identify adults who have only some, limited proficiency in English: a population also needing ESL instruction and other settlement services. For this reason, other indicators of language use need to be considered to estimate the size of this population. Two potential, available indicators are data on "home language" and "mother tongue" from the 1986 Census. Home language refers to the language which a person usually speaks at home; mother tongue refers to a person's native or first language. However, neither of these indicators allows direct identification of adults who have limited proficiency in English, although such individuals must logically form a proportion of these larger populations. Available sources do not permit any means of distinguishing people who are or are not fluent in English among

those who speak a language other than English at home or who have a mother tongue other than English. Lack of English proficiency, for instance, may be only one reason for using a language other than English at home among such other reasons as maintenance of ethnic culture, communication with non-English speaking family members, promotion of children's bilingualism, or personal preference or choice.

The 1986 Census indicates that in B.C. 160,155 adults spoke a language other than English at home and that 381,610 adults had a mother tongue other than English. Perhaps the only substantive interpretation one should make from these data is that few languages other than English are being maintained in B.C., since well over half of the adult population no longer uses its mother tongue regularly when that language is not English. Obviously, English is exerting a dominating influence on the ethnolinguistic composition of B.C.

Speculative Estimates and Additional Factors

In the absence of any accurate indicators of the size of the adult population in B.C. which speaks English to only a limited extent, speculative and imprecise means have to be taken to estimate the size of this population. The most firmly grounded approach is to work with figures of participation rates in current ESL programs, along with figures from the 1986 census and recent immigrant landings. About 33,000 adults with no English proficiency lived in B.C. in 1986. To update these figures, one might add at least half of the non-English speakers landing in B.C. since 1986 (roughly 10,000 adults), raising this figure to 43,000 adults in the province who have no English at all at the present time.

The survey of ESL programs documented in the next section of this report shows that only 31% of the participants in current ESL programs have a beginning proficiency in the language. An additional 49% have an intermediate or advanced proficiency in English,

i.e. some, limited communicative competence but not full proficiency in English. Proportionally the adult population with some limited English seeking ESL instruction is therefore about twice as large as the population which does not speak English at all. Applied to the population at large in B.C., this ratio yields a total figure of 129,000 adults who may benefit from ESL instruction in the province (i.e., 43,000 adults with no English x 2 = 86,000 adults with some, limited English + 43,000 adults with no English = 129,000 adults with no or limited English). This figure of 129,000 adults potentially in need of ESL instruction appears to be realistic in that it is well below the figure of 160,155 adults who said they spoke a language other than English at home in B.C. in 1986.

The effects of inter-provincial migration to B.C. of recent immigrants to Canada (Moore, Ray & Rosenberg, 1990) are also relevant, since 4% of the foreign-born population in B.C. indicated in the 1986 Census that it had moved from another province. Recent media, real estate, and municipal reports suggest this figure may have increased considerably in the last few years with a buoyant economy in B.C. However, in terms of total figures for B.C., the rate of inter-provincial migration by non-English speaking adults may be offset somewhat by mortality, given the proportion of immigrant landings over age 65 as well as the overall age profile of the province. This issue requires further study.

Summary

Full, accurate figures are not available on the size of the adult population residing in B.C. which may benefit from ESL instruction or related settlement services. About 43,000 adults in B.C. do not speak English at all in 1991, up to 9,000 per year have been landing in B.C. as immigrants, and immigration levels are projected to rise appreciably in coming years. A conservative estimate, based on levels of English proficiency of participants now in ESL courses in B.C. would be that at least an additional 86,000 adults in B.C.

have only very limited proficiency in English and thus could also benefit substantially from ESL instruction.

In sum, the population of adults in B.C. who may benefit from ESL instruction probably numbers 129,000 individuals or about 5% of the total adult population in the province. The present analyses suggest that the population of adults in need of ESL instruction in the province does not correspond simply to annual rates of immigration; but rather, this population appears to increase cumulatively over several years in accordance with the period needed to acquire proficiency in a second language (2 to 7 years) as well as other socialization and cultural integration factors.

Location of the Adult Population with Limited English

Although precise data on the locations of immigrants with limited English proficiency in B.C. are not available, general trends can be distinguished between settlement in urban and non-urban locations. One indicator of settlement is the "intended destination" reported by non-English speakers in the LIDS records. For the present analyses, these intended destinations have been categorized as "urban" if they include the metropolitan areas of greater Victoria and Vancouver including the whole Lower Mainland extending to Abbotsford in the east, North and West Vancouver in the north, and Surrey-Delta in the south. All other areas of the province were designated "rural" in Table 2, including medium-sized cities and towns. This broad classification is used because of the tendency for individuals to report large cities as intended destinations while actually settling in suburban locations near such cities. These data are supplemented by a second set of indicators, 1986 Census information on language ability, home language, and mother tongue.

Intended Destinations

From 1980 to mid-1990, a total of 99,509 adults and children who spoke no English at all landed in B.C. from outside of Canada (see Table 2). Of these, 79,307 people reported their initial destination as the greater Vancouver and Victoria areas, whereas 20,202 people reported they planned to settle in other regions of the province. In sum, 80% of the non-English-speaking immigrant population landing in B.C. planned to settle initially in the Lower Mainland or greater Victoria area, whereas only 20% chose other regions of the province. At the time of the 1986 census, 64% of B.C.'s population over age 15 (1,435,540 adults) lived in the greater Vancouver and Victoria areas (see Table 8). Table 2 also shows a distinct drop in non-English-speaking immigrants who plan to settle in rural areas of B.C., a decline of 50% over the past decade.

Since 69% of the non-English-speaking population landing in B.C. are adults (calculated from Table 1), then it can be estimated that about 55,000 adults who spoke no English at all initially settled in the greater Vancouver and Victoria areas over the past decade. Likewise, about 14,000 adults who spoke no English at all settled initially in other areas of the province. Clearly the phenomenon of settlement by non-English-speaking adult immigrants in B.C. pertains primarily to the urban and suburban areas in and around the cities of Vancouver and Victoria. Nonetheless, a small but significant proportion of this adult population has settled in other regions of the province.

1986 Census Data

Using the same geographic units, the distribution of the non-English-speaking populations in B.C. can be verified as an intact population in 1986 according to census records. The total adult population (including 1,005 Francophones) in B.C. reporting themselves unable to speak English was 34,060 in 1986. Of this population, 87% or 29,650 adults lived in the Lower Mainland or greater Victoria areas. Only 13% or 4,410 adults who could not speak English (including 350 Francophones) lived outside the

Table 2

BC Immigrant Landings – Language Ability by Intended Destination

		English Only	French Only	Bi-Lingual	None	Not Stated	Total
1980	Urban Areas	7,915	97	406	9,408	3	17,829
	Rural Areas	2,577	35	103	3,935	4	6,654
1981	Urban Areas	8,363	108	345	7,893	35	16,744
	Rural Areas	2,716	36	91	2,434	11	5,288
1982	Urban Areas	7,570	109	324	6,262	34	14,299
	Rural Areas	2,536	25	90	2,054	4	4,709
1983	Urban Areas	5,200	63	241	5,700	0	11,204
	Rural Areas	1,558	17	58	1,637	0	3,270
1984	Urban Areas	4,538	68	220	5,603	0	10,429
	Rural Areas	1,236	13	58	1,482	0	2,789
1985	Urban Areas	4,450	53	166	5,252	0	9,921
	Rural Areas	1,130	6	39	1,205	0	2,380
1986	Urban Areas	4,557	47	185	5,181	0	9,970
	Rural Areas	1,275	13	37	1,314	0	2,639
1987	Urban Areas	8,177	62	331	7,304	0	15,874
	Rural Areas	1,483	12	56	1,586	0	3,137
1988	Urban Areas	9,961	91	319	9,400	0	19,771
	Rural Areas	1,525	15	62	1,851	0	3,453
1989	Urban Areas	10,792	108	363	10,897	6	22,166
	Rural Areas	1,426	12	50	1,680	1	3,169
1990 Jan–Sep	Urban Areas	5,688	42	157	5,559	15	11,461
	Rural Areas	806	18	46	822	8	1,700

Urban Areas = Victoria CMA Plus Lower Mainland, Rural Areas = Other B.C. Areas.

Prepared By: *Planning and Statistics Division,*
Ministry of Finance and Corporate Relations,
Government of British Columbia.

Source: *Employment and Immigration Canada.*

Date: *January, 1991.*

Lower Mainland or greater Victoria areas. The cities of Vancouver, Burnaby, New Westminster, and Victoria accounted for 66% (22,320 adults) of this non-English-speaking population, whereas 21% (7,330 adults) resided in the suburban municipalities surrounding Victoria and Vancouver extending up the Fraser Valley to Abbotsford. Populations of non-English-speakers and limited English-speakers appear to be accumulating substantially in urban and suburban areas in and around the cities of Vancouver and Victoria.

Similar trends are evident in the census data on languages spoken at home. Of 160,155 adults reporting a home language other than English in B.C. in 1986, 83% or 133,000 adults lived in the Lower Mainland or greater Victoria area, whereas only 17% or 27,155 adults lived in other regions of the province. These trends toward urban and suburban settlement are confirmed (but are less distinct) in data on the mother tongues of B.C. adults. Among the 381,610 adults in B.C. in 1986 who reported a mother tongue other than English, 73% or 280,325 lived in the Lower Mainland or Greater Victoria area, whereas 27% or 153,215 adults lived in other regions of the province. Overall, urban and suburban environments showed a stronger tendency to support or maintain languages other than English, accounting for 10% of all adults who report using a home language other than English. In contrast, other regions of the province maintained only 3% of the adult population using a home language other than English.

Movement of these populations within the province is difficult to discern within the 1986 census data, although there is a tendency for the foreign-born population residing in urban areas (7%) to remain in the same area of the province, whereas 14% of the foreign-born population in suburban areas and 12% of the foreign-born population in other regions of the province report having changed residences within regions of the province. A certain proportion of these relocations may well have been into urban or

suburban regions, possibly adding further to the limited-English-speaking populations in the greater Vancouver and Victoria areas. In all data, however, the foreign-born population shows a much lesser rate of relocation within the province than does the Canadian-born population.

Summary

The vast majority (over 80%) of adult immigrants in B.C. who speak no English at all or who have limited English proficiency have settled in the urban and suburban areas in and around the cities of Vancouver and Victoria. More than 60% of these adults have settled in the cities of Vancouver, Victoria, Burnaby, and New Westminster, while the suburban regions around these cities account for at least 20% of this population. Another 20% of the limited English-speaking adult population is dispersed throughout other regions of the province. Urban and suburban locations are showing a tendency to maintain certain languages other than English, as indicated by 10% of the adult populations speaking a home language other than English. In contrast, regions of the province outside of the greater Vancouver and Victoria areas show a much lower rate of maintenance of languages other than English as indicated by only 3% of adults speaking languages other than English at home. Reasons for the accumulation of limited-English-speakers in and around Vancouver and Victoria may include the support of existing ethnic communities, relatives or acquaintances; economic or employment opportunities; and availability of transportation, communication, health, and other social services.

Gender Composition of the Adult Population with Limited English

Immigrant Landings

Annual records of immigrant landings in B.C. over the past decade show slightly higher proportions of females than males, particularly among all yearly groups reporting no proficiency in English (see Table 3). A total of 52,978 women (including 563

Francophones) who could not speak any English landed in B.C. from outside of Canada between 1980 and mid-1990, of whom 69% or almost 37,000 were presumably adults (as calculated from Table 1). The comparable number of non-English-speaking adult males landing in B.C. from outside of Canada was 46,531 (including 487 Francophones), of whom 69% or about 32,000 could be presumed to be adults. Proportionally, the overall adult population landing in B.C. without any proficiency in English at all was about 53% female and 47% male over the past decade.

1986 Census

Data on official language abilities from the 1986 census show a very much larger proportion of women than men who were unable to speak English in B.C., virtually a ratio of 2 to 1 (see Table 4). For the overall province, the population unable to speak English at all was 64% female (27,055 women) and 36% male (14,950 men) in 1986. This ratio was more pronounced in urban and suburban areas but still held in other regions of the province.

Other census data on language use do not reveal such distinct differences related to gender, but rather are consistent with the ratio of male to females landing in the province from outside of Canada. The B.C. population reporting a language other than English spoken at home was 52% female and 48% male in 1986. Similarly, the B.C. population reporting mother tongues other than English was 51% female and 49% male in 1986. These proportions were consistent across urban, suburban, and other areas of the province.

Table 3

BC Immigrant Landings – Language Ability by Gender

Year	Gender	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1980	Male	5,193	57	262	6,559	3	12,074
	Female	5,299	75	247	6,784	4	12,409
	Both Sexes	10,492	132	509	13,343	7	24,483
1981	Male	5,485	63	205	4,870	22	10,645
	Female	5,594	81	231	5,457	24	11,387
	Both Sexes	11,079	144	436	10,327	46	22,032
1982	Male	5,022	71	208	3,793	12	9,106
	Female	5,084	63	206	4,523	26	9,902
	Both Sexes	10,106	134	414	8,316	38	19,008
1983	Male	3,236	36	143	3,292	0	6,707
	Female	3,522	44	156	4,045	0	7,767
	Both Sexes	6,758	80	299	7,337	0	14,474
1984	Male	2,557	39	111	3,202	0	5,909
	Female	3,217	42	167	3,883	0	7,309
	Both Sexes	5,774	81	278	7,085	0	13,218
1985	Male	2,549	31	86	2,954	0	5,620
	Female	3,031	28	119	3,503	0	6,681
	Both Sexes	5,580	59	205	6,457	0	12,301
1986	Male	2,766	29	95	3,081	0	5,971
	Female	3,066	31	127	3,414	0	6,638
	Both Sexes	5,832	60	222	6,495	0	12,609
1987	Male	4,677	37	161	4,138	0	9,013
	Female	4,983	37	226	4,752	0	9,998
	Both Sexes	9,660	74	387	8,890	0	19,011
1988	Male	5,608	45	170	5,203	0	11,026
	Female	5,878	61	211	6,048	0	12,198
	Both Sexes	11,486	106	381	11,251	0	23,224
1989	Male	5,996	57	178	5,943	3	12,177
	Female	6,222	63	235	6,634	4	13,158
	Both Sexes	12,218	120	413	12,577	7	25,335
1990 Jan–Sep	Male	3,294	22	94	3,009	11	6,430
	Female	3,200	38	109	3,372	12	6,731
	Both Sexes	6,494	60	203	6,381	23	13,161

Prepared By: *Planning and Statistics Division, Ministry of Finance and Corporate Relations, Government of British Columbia.*

Source: *Employment and Immigration Canada.*

Date: *January, 1991.*

Table 4

B.C. Population by Sex by Offical Language Ability
1986 Census

	Total	English Only	French Only	Bi-Lingual	None
British Columbia					
Both sexes	2,849,585	2,630,060	1,330	176,185	42,005
Male	1,414,225	1,315,435	630	83,210	14,950
Female	1,435,360	1,314,625	705	92,970	27,055
URBAN					
Both sexes	669,880	589,030	445	53,675	26,730
Male	324,940	289,380	210	25,825	9,515
Female	344,940	299,655	220	27,845	17,230
SUB-URBAN					
Both sexes	1,099,370	1,020,185	385	69,050	9,750
Male	543,365	508,005	180	31,755	3,430
Female	556,005	512,185	205	37,295	6,305
OTHER BC					
Both sexes	1,080,335	1,020,845	500	53,460	5,525
Male	545,920	518,050	240	25,630	2,005
Female	534,415	502,785	280	27,830	3,520

Prepared By: *Planning and Statistics Division, Ministry of Finance and Corporate Relations, Government of British Columbia.*

Source: *1986 Census.*

Date: *January, 1991.*

Summary

Nearly twice as many women as men are unable to speak English at all in B.C. Even though the proportions of male and female adults settling in B.C. as immigrants have been roughly equivalent over the past decade, a much larger proportion of men appear to acquire some English during their residence in the province, whereas many immigrant women appear to be in situations where they are not able to acquire English. These situations may arise from women's responsibilities for child care or family tasks, inaccessibility of existing language programs, or barriers to or within the labor force or other social institutions. Differences in the gender distribution among non-speakers of English are most dramatic for urban and suburban settings, although similar trends obtain in other areas of the province.

Mother Tongues of B.C. Immigrants

Of the immigrants landing in B.C. from 1980 to mid-1990 without any English, the majority spoke either Cantonese or Punjabi as mother tongues (see Table 5). Records of landing show that the number of Cantonese (30,489 people) and Punjabi (22,033 people) background immigrants without any English proficiency vastly exceeded groups of speakers of other languages, forming 77% of the total non-English-speaking population landing in the province in the past decade. Other large populations of non-English speakers with common mother tongues landing over this period included 6,524 Vietnamese and 5,188 Hispanophones, who each formed less than 1% of the non-English-speaking population landing in the province. As Table 6 shows, the populations from these four language backgrounds landing in B.C. have contained proportionally few speakers of English (between 4% and 40%).

Considerably smaller numbers of other language groups have also consistently formed

the majority of populations immigrating to B.C. from outside of Canada in the past decade, although many individuals in these populations report some proficiency in English: Dutch, Farsi, German, Hindi, Korean, Lao, Mandarin, Polish, Tagalog, and various Chinese dialects. Considering all of these languages collectively, most differ substantially from English in terms of their linguistic structure and orthography. Nonetheless, immigrants with English as their mother tongue have continued to form the largest single group (38,225 people) landing in B.C. from outside of Canada, although these native English-speakers have only formed 19% of the total immigrant population landing in B.C. since 1980.

Education Levels of Adult Immigrants with Limited English

Immigrant Landings

Non-English-speaking adult immigrants landing in B.C. have had limited prior education (see Table 7). Of the 65,096 adult immigrants with no English proficiency landing in B.C. from 1980 to mid-1990 whose education was recorded, about 81% (52,582 adults) had only secondary school or less education, whereas about 19% (12,305 adults) possessed trade or other certificates or college or university educations or degrees. Indeed, non-English-speakers made up 60% of the total number of all adults landing in B.C. from outside Canada with only high school education over the past decade. Only 6% or 3,709 of the adults with no English proficiency landing in B.C. since 1980 have had university degrees of any kind.

Table 5

BC Immigrant Landings – Language Ability by Top 10 Native Language

		English Only	French Only	Bi-Lingual	None	Not Stated	Total
1980	ENGLISH	5,988	0	127	0	0	6,115
	CANTONESE	709	6	11	4,450	0	5,176
	PUNJABI	486	3	6	2,641	0	3,136
	VIETNAMESE	101	15	28	2,498	0	2,642
	TAGALOG	714	0	0	136	1	851
	OTHER CHINESE DIALECTS	275	1	7	450	0	733
	GERMAN	217	6	50	322	0	595
	HINDI	375	1	3	114	0	493
	DUTCH	247	1	79	122	0	449
	LAO	6	10	2	421	0	439
1981	ENGLISH	6,136	0	101	0	0	6,237
	CANTONESE	693	5	10	4,026	4	4,738
	PUNJABI	538	3	2	2,404	13	2,960
	TAGALOG	767	1	1	172	1	942
	OTHER CHINESE DIALECTS	67	9	14	535	0	625
	MANDARIN	228	5	50	309	3	595
	VIETNAMESE	475	0	1	108	3	587
	SPANISH	294	0	4	269	2	569
	GERMAN	148	1	13	200	1	363
	HINDI	95	0	0	149	0	244
1982	ENGLISH	4,789	0	80	0	2	4,871
	CANTONESE	715	2	5	2,429	2	3,153
	PUNJABI	668	2	1	2,111	6	2,788
	POLISH	168	9	9	691	3	880
	GERMAN	415	6	70	366	0	857
	TAGALOG	624	0	0	111	8	743
	HINDI	501	0	0	107	0	608
	OTHER CHINESE DIALECTS	307	0	2	257	0	566
	PERSIAN/FARSI	341	15	43	74	4	477
	VIETNAMESE	61	9	7	351	0	428
1983	CANTONESE	729	3	0	2,114	0	2,846
	ENGLISH	2,582	0	52	0	0	2,634
	PUNJABI	424	0	3	2,120	0	2,547
	TAGALOG	621	0	0	120	0	741
	GERMAN	292	0	52	225	0	569
	KOREAN	28	1	1	169	0	199
	POLISH	187	5	10	299	0	501
	HINDI	374	0	0	91	0	465
	SPANISH	153	2	10	291	0	456
	PERSIAN/FARSI	228	4	26	127	0	385

BC Immigrant Landings – Language Ability by Top 10 Native Language

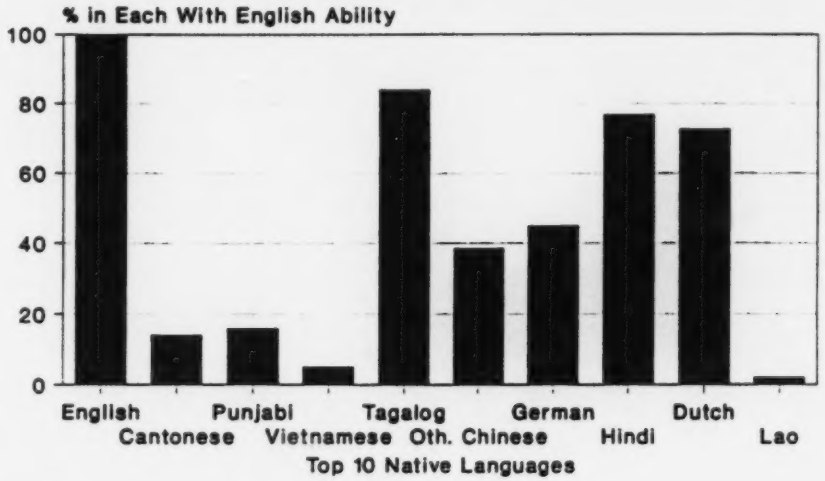
		English Only	French Only	Bi-Lingual	None	Not Stated	Total
1984	CANTONESE	884	1	7	2,005	0	2,897
	ENGLISH	2,106	0	48	1	0	2,155
	PUNJABI	333	1	2	1,637	0	1,973
	SPANISH	171	4	12	497	0	684
	VIETNAMESE	55	5	6	608	0	674
	TAGALOG	514	0	3	50	0	567
	POLISH	84	3	7	415	0	509
	GERMAN	198	5	53	225	0	481
	OTHER CHINESE DIALECTS	111	0	3	316	0	430
	HINDI	257	0	0	51	0	308
1985	CANTONESE	887	1	4	1,939	0	2,831
	ENGLISH	2,171	0	60	0	0	2,231
	PUNJABI	249	0	0	1,151	0	1,400
	VIETNAMESE	61	8	4	853	0	926
	SPANISH	146	2	10	469	0	627
	TAGALOG	430	0	1	49	0	480
	GERMAN	214	4	30	168	0	416
	OTHER CHINESE DIALECTS	113	1	1	253	0	368
	HINDI	277	0	0	56	0	333
	PERSIAN/FARSI	152	10	13	136	0	311
1986	ENGLISH	2,265	0	42	1	0	2,308
	PUNJABI	343	0	1	1,905	0	2,249
	CANTONESE	605	7	7	1,283	0	1,902
	SPANISH	260	2	18	645	0	925
	TAGALOG	536	0	2	89	0	627
	VIETNAMESE	64	5	4	478	0	551
	OTHER CHINESE DIALECTS	195	1	1	257	0	454
	GERMAN	208	4	32	148	0	392
	PERSIAN/FARSI	167	6	12	168	0	353
	POLISH	70	5	3	231	0	309
1987	CANTONESE	2,131	5	17	2,418	0	4,571
	ENGLISH	3,314	1	80	2	0	3,397
	PUNJABI	418	1	3	2,212	0	2,634
	SPANISH	309	2	20	759	0	1,090
	TAGALOG	749	0	2	174	0	925
	OTHER CHINESE DIALECTS	379	1	3	216	0	599
	VIETNAMESE	57	7	0	511	0	575
	GERMAN	250	0	54	217	0	521
	PERSIAN/FARSI	264	9	25	213	0	511
	MANDARIN	167	1	3	329	0	500

BC Immigrant Landings – Language Ability by Top 10 Native Language

		English Only	French Only	Bi-Lingual	None	Not Stated	Total
1988	CANTONESE	2,987	15	15	3,406	0	6,423
	ENGLISH	3,500	0	62	1	0	3,563
	PUNJABI	404	4	0	2,367	0	2,775
	TAGALOG	929	0	2	263	0	1,194
	OTHER CHINESE DIALECTS	733	3	8	364	0	1,108
	MANDARIN	383	3	1	710	0	1,097
	SPANISH	297	5	29	693	0	1,024
	VIETNAMESE	51	3	2	594	0	650
	PERSIAN/FARSI	241	17	29	319	0	606
	KOREAN	72	0	2	506	0	580
1989	CANTONESE	2,661	10	21	3,791	0	6,483
	ENGLISH	3,481	0	76	0	5	3,562
	PUNJABI	392	0	0	2,200	0	2,592
	MANDARIN	538	1	0	1,110	0	1,649
	TAGALOG	1,122	0	2	267	0	1,391
	OTHER CHINESE DIALECTS	915	3	4	431	0	1,353
	SPANISH	301	5	26	720	0	1,052
	KOREAN	69	0	3	492	0	564
	PERSIAN/FARSI	303	10	30	345	0	688
	POLISH	115	1	3	504	0	623
1990	CANTONESE	1,735	3	6	2,628	0	4,372
Jan-Sep	ENGLISH	1,894	0	40	0	27	1,961
	PUNJABI	315	1	0	1,285	0	1,601
	MANDARIN	338	0	1	716	0	1,055
	TAGALOG	853	0	1	125	0	979
	OTHER CHINESE DIALECTS	541	0	4	161	0	706
	SPANISH	210	0	16	461	0	687
	VIETNAMESE	159	1	2	523	0	685
	HINDI	475	0	0	105	0	580
	POLISH	73	0	1	467	0	541

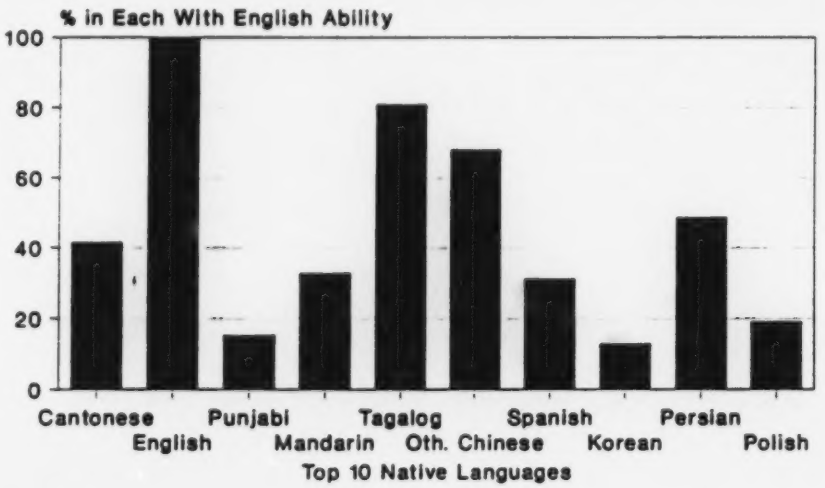
Table 6

BC Immigrant Landings with English Language Ability by Mother Tongue-1980



Prepared: Planning & Statistics Div.
Source: Employment & Immigration Canada.

BC Immigrant Landings with English Language Ability by Mother Tongue-1989



Prepared: Planning & Statistics Div.
Source: Employment & Immigration Canada.

Table 7

BC Adult (18 and over) Immigrant Landings -

English Language Proficiency by Education Level

Year	Education Level	French Only	None	Not Stated	Total
1980	1	55	7,959	6	12,192
	2	21	459	0	1,678
	3	13	160	0	1,018
	4	8	189	1	1,077
	5	10	241	0	1,261
	6	3	7	0	161
	7	0	15	0	260
	8	2	2	0	108
	9	0	51	0	68
1981	1	60	6,138	30	10,500
	2	16	435	3	1,643
	3	10	196	2	1,124
	4	10	161	0	1,009
	5	8	231	3	1,562
	6	5	10	0	162
	7	1	13	2	346
	8	0	3	0	132
	9	0	40	6	82
1982	1	40	4,814	21	8,776
	2	18	492	6	1,558
	3	7	193	1	1,123
	4	10	163	1	1,000
	5	12	228	0	1,615
	6	4	14	0	151
	7	5	10	0	332
	8	7	3	0	148
	9	0	14	9	57

Legend		
Education Levels:	1	Secondary or Less
	2	Formal Trade Cert., Diploma or Apprenticeship
	3	Other Non Univ. Cert. or Diploma
	4	Some Univ. Education - No Degree
	5	Bachelor's Degree or 1st Professional Degree
	6	Some Post Grad. no Further Degree
	7	Master's Degree
	8	Doctorate Degree
	9	Not Stated

Table 7 (cont'd)

BC Adult (18 and over) Immigrant Landings -

English Language Proficiency by Education Level

Year	Education Level	French Only	None	Not Stated	Total
1983	1	33	4,370	0	7,277
	2	81	601	0	1,406
	3	7	131	0	676
	4	0	140	0	757
	5	7	246	0	1,111
	6	0	8	0	107
	7	2	20	0	237
	8	1	3	0	80
	9	0	48	0	61
1984	1	32	3,626	30	5,772
	2	13	1,067	0	2,024
	3	5	207	0	754
	4	4	144	0	746
	5	12	184	0	899
	6	0	14	0	96
	7	1	14	0	190
	8	1	7	0	74
	9	0	8	0	27
1985	1	27	3,371	0	5,551
	2	10	740	0	1,515
	3	4	170	1	612
	4	6	167	0	815
	5	6	172	0	915
	6	0	7	0	89
	7	0	15	0	193
	8	1	2	0	82
	9	0	4	0	8

Legend		
Education Levels:	1	Secondary or Less
	2	Formal Trade Cert., Diploma or Apprenticeship
	3	Other Non Univ. Cert. or Diploma
	4	Some Univ. Education - No Degree
	5	Bachelor's Degree or 1st Professional Degree
	6	Some Post Grad. no Further Degree
	7	Master's Degree
	8	Doctorate Degree
	9	Not Stated

Table 7 (con't)

BC Adult (18 and over) Immigrant Landings -

English Language Proficiency by Education Level

Year	Education Level	French Only	None	Not Stated	Total
1986	1	20	3,284	0	5,450
	2	7	676	0	1,425
	3	6	146	0	615
	4	5	176	0	812
	5	7	255	0	1,079
	6	2	10	0	100
	7	1	26	0	220
	8	1	13	0	108
	9	0	3	0	11
1987	1	26	4,325	0	5,450
	2	7	752	0	1,968
	3	2	201	0	1,090
	4	5	245	0	1,171
	5	15	321	0	1,925
	6	0	27	0	145
	7	1	29	0	401
	8	1	8	0	149
	9	0	6	0	15
1988	1	35	5,207	0	9,069
	2	15	787	0	2,538
	3	6	266	0	1,292
	4	12	334	0	1,212
	5	14	370	0	2,283
	6	2	15	0	148
	7	4	31	0	455
	8	0	4	0	88
	9	0	1	0	1

Legend		
Education Levels:	1	Secondary or Less
	2	Formal Trade Cert., Diploma or Apprenticeship
	3	Other Non Univ. Cert. or Diploma
	4	Some Univ. Education - No Degree
	5	Bachelor's Degree or 1st Professional Degree
	6	Some Post Grad. no Further Degree
	7	Master's Degree
	8	Doctorate Degree
	9	Not Stated

Table 7

BC Adult (18 and over) Immigrant Landings -

English Language Proficiency by Education Level

Year	Education Level	French Only	None	Not Stated	Total
1989	1	46	6,009	1	10,093
	2	16	634	0	2,318
	3	9	337	1	1,509
	4	7	371	0	1,384
	5	11	565	0	2,628
	6	1	31	0	176
	7	1	64	0	505
	8	2	12	0	129
	9	0	6	1	21
1990	1	23	3,082	19	5,314
Jan-Sep	2	9	343	1	1,181
	3	5	172	2	715
	4	3	190	0	699
	5	2	274	1	1,476
	6	0	17	0	88
	7	0	27	0	230
	8	0	0	0	70
	9	1	53	6	129

Legend		
Education Levels:	1	Secondary or Less
	2	Formal Trade Cert., Diploma or Apprenticeship
	3	Other Non Univ. Cert. or Diploma
	4	Some Univ. Education - No Degree
	5	Bachelor's Degree or 1st Professional Degree
	6	Some Post Grad. no Further Degree
	7	Master's Degree
	8	Doctorate Degree
	9	Not Stated

1986 Census

The tendency for non-English-speakers in B.C. to have limited education is even more pronounced in the 1986 Census data on official language ability (see Table 8). Of the total population of 34,060 age 15 and over in B.C. who did not speak English at all in 1986, 29,885 or 87% had not completed high school, and 14,190 or 41% had less than a grade 5 education. The vast majority (76% or 25,750 adults) of these non-English-speakers with less than a high school education lived in the Lower Mainland or greater Victoria areas.

Similar trends were evident with use of home languages other than English in B.C. in 1986, although these data probably include many individuals in high school. Of the total population of 160,155 age 15 or over reporting home languages other than English or French in B.C., 103,270 or 64% had not completed high school, and about 51% or 81,910 of these adults lived in the greater Vancouver or Victoria areas. Likewise, for the total of 382,290 people age 15 and over with a mother tongue other than English in B.C., 231,525 had not completed high school, and 42% or 159,095 of these adults lived in the greater Vancouver or Victoria areas.

Summary

A marked interaction exists between level of education and English language proficiency among adults in B.C. The vast majority of immigrants (81%) landing in the province over the past decade who spoke no English at all also had only a high school education or less. Over time, this tendency has created an existing population of non-English-speakers in the province with a profile of 87% who have not completed high school and 41% who have had less than grade 5 education in their countries of origin. This interaction between English proficiency and education levels has profound implications

Table 8

B.C. Population Age 15+ by Education by Offical Language Ability
1986 Census

	Total	English Only	French Only	Bi-Lingual	None
British Columbia					
Total Population 15 and over	**2,259,315**	**2,073,630**	**1,005**	**151,615**	**33,055**
Total No H.S. graduation	1,236,415	1,149,605	660	56,925	29,225
Total Without other educ.	929,140	858,080	580	42,430	28,040
Without other – <Gd.5	47,850	32,030	100	1,630	14,090
Without other – Gd.5–8	209,030	191,375	220	8,845	8,585
Without other – Gd.9–10	318,305	299,960	155	15,130	3,055
Without other – Gd.11–13	353,955	334,720	95	16,830	2,310
Total With other educ.	307,280	291,525	85	14,495	1,180
With other – <Gd.9	32,430	30,565	10	1,505	355
With other – Gd.9–13	274,845	260,960	70	12,990	825
Total With H.S. graduation	1,022,900	924,025	345	94,695	3,835
H.S. – without other	264,315	249,690	135	12,500	2,000
H.S. – with other	298,870	280,015	65	18,140	645
H.S. – Post-sec, degree, etc.	459,710	394,320	140	64,055	1,195
URBAN					
Total Population 15 and over	**574,055**	**503,000**	**375**	**48,725**	**21,945**
Total No H.S. graduation	278,890	246,060	200	13,485	19,135
Total Without other educ.	212,235	184,125	155	9,525	18,415
Without other – <Gd.5	20,215	10,895	25	515	8,770
Without other – Gd.5–8	51,900	43,990	55	1,945	5,900
Without other – Gd.9–10	63,490	58,280	45	3,030	2,120
Without other – Gd.11–13	76,635	70,955	30	4,025	1,625
Total With other educ.	66,655	61,945	25	3,960	725
With other – <Gd.9	7,250	6,715	0	345	185
With other – Gd.9–13	59,400	55,225	30	3,620	520
Total With H.S. graduation	295,155	256,940	150	35,235	2,810
H.S. – without other	62,435	57,505	65	3,360	1,495
H.S. – with other	75,925	69,945	30	5,520	415
H.S. – Post-sec, degree, etc.	156,800	129,500	60	26,355	885

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B.C. Population Age 15+ by Education by Offical Language Ability
1986 Census

	Total	English Only	French Only	Bi-Lingual	None
SUB-URBAN					
Total Population 15 and over	861,485	797,250	280	56,915	7,050
Total No H.S. graduation	444,865	417,820	155	20,635	6,260
Total Without other educ.	326,040	304,520	150	15,430	5,945
Without other - <Gd.5	11,010	7,410	30	375	3,195
Without other - Gd.5-8	62,000	57,600	40	2,680	1,680
Without other - Gd.9-10	111,325	105,040	25	5,660	600
Without other - Gd.11-13	141,700	134,470	30	6,735	470
Total With other educ.	118,815	113,280	25	5,195	290
With other - <Gd.9	11,045	10,455	0	470	105
With other - Gd.9-13	107,785	102,830	15	4,725	215
Total With H.S. graduation	416,635	379,425	145	36,290	790
H.S. - without other	107,740	102,360	35	4,980	365
H.S. - with other	122,780	115,420	35	7,140	190
H.S. - Post-sec, degree, etc.	186,105	161,625	60	24,180	215
OTHER BC					
Total Population 15 and over	823,775	773,380	350	45,975	4,060
Total No H.S. graduation	512,660	485,725	305	22,805	3,830
Total Without other educ.	390,865	369,435	275	17,475	3,680
Without other - <Gd.5	16,625	13,725	45	740	2,125
Without other - Gd.5-8	95,130	89,785	125	4,220	1,005
Without other - Gd.9-10	143,490	136,640	85	6,440	335
Without other - Gd.11-13	135,620	129,295	35	6,070	215
Total With other educ.	121,810	116,300	35	5,340	165
With other - <Gd.9	14,135	13,395	10	690	65
With other - Gd.9-13	107,660	102,905	25	4,645	90
Total With H.S. graduation	311,110	287,660	50	23,170	235
H.S. - without other	94,140	89,825	35	4,160	140
H.S. - with other	100,165	94,650	0	5,480	40
H.S. - Post-sec, degree, etc.	116,805	103,195	20	13,520	95

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for adult education, suggesting that most ESL instruction would need to combine with basic, literacy, vocational, technical, business, or academic education for many non-English-speaking immigrants arriving or residing in B.C. Alternatively, English language education within formal academic contexts may not be appropriate for many non-English-speaking adults initially settling in B.C. since they have had little previous experience within formal classroom environments.

Intended Occupations

Little precise information is available on the occupational qualifications of non-English-speaking immigrants landing in B.C. over the past decade. According to EIC's records of landing since 1980, only 29% (19,829) of the non-English-speaking adults identified particular skilled labor positions they expected to assume in B.C. (see Table 9) In contrast, no classifications of occupations were recorded for 71% (48,170) of the non-English-speaking adults landing in B.C. since 1980. (The population of non-English-speaking immigrants under age 18 have been subtracted from figures appearing in the accompanying table to provide figures for adults only.)

It is not clear whether these data indicate that the majority of non-English-speaking immigrants landing in B.C. this decade (a) had no specific labor skills or intentions, (b) had work intentions or qualifications which were not classifiable under the CCDO classification scheme, or (c) had such limited English that they were unable to state their work intentions or qualifications. Nonetheless, the overall impression is that only a small proportion of the adult immigrants to B.C. who speak no English at all have particular occupational skills when they arrive. This impression implies that most non-English-speaking immigrant adults may need to acquire such skills in B.C. through advanced

Table 9

BC Immigrant Landings – Language Ability by Intended Occupation

Year	Intended Occup.	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1980	1	1,782	24	167	431	0	2,404
	2	819	2	62	238	0	1,121
	3	269	2	21	158	0	450
	4	297	7	22	349	1	676
	5	142	1	11	532	1	687
	6	702	14	21	1,250	0	1,987
	7	219	1	4	191	0	415
	8	93	2	1	125	0	221
	9	45	1	2	88	0	136
	10	6,123	78	198	9,981	5	16,385
	11	1	0	0	0	0	1
1981	1	2,129	20	152	359	3	2,663
	2	838	12	46	169	1	1,066
	3	255	3	13	119	0	390
	4	285	4	10	249	1	549
	5	153	0	9	640	3	805
	6	692	8	14	653	1	1,368
	7	240	4	3	143	2	392
	8	53	0	0	45	0	98
	9	60	0	0	64	0	124
	10	6,370	93	189	7,884	35	14,571
	11	4	0	0	2	0	6
1982	1	2,050	18	144	402	0	2,614
	2	720	8	38	176	0	942
	3	260	4	12	79	1	356
	4	293	7	17	211	0	528
	5	171	1	8	410	0	590
	6	500	8	13	521	1	1,043
	7	208	2	0	113	1	324
	8	71	0	1	50	0	122
	9	43	0	0	48	0	91
	10	5,778	84	181	6,302	35	12,380
	11	12	2	0	4	0	18

Legends:		
Intended Occupation by first 2 Digits of CCDO:	1	Managerial and Other Professional
	2	Clerical
	3	Sales
	4	Services
	5	Primary Occupations
	6	Processing, Machining & Fabricating
	7	Construction
	8	Transport Equipment Operating
	9	Material Handling & Other Crafts
	10	Unclassified
	11	Not Stated

BC Immigrant Landings – Language Ability by Intended Occupation

Year	Intended Occup.	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1983	1	913	9	76	197	0	1,195
	2	352	2	26	118	0	498
	3	154	1	11	81	0	247
	4	316	3	29	147	0	495
	5	111	0	6	244	0	361
	6	256	6	8	393	0	663
	7	105	0	2	93	0	200
	8	40	0	1	40	0	81
	9	23	0	1	21	0	45
	10	4,488	59	139	6,003	0	10,689
	11	0	0	0	0	0	0
1984	1	716	12	58	179	0	965
	2	293	3	14	90	0	400
	3	130	1	6	72	0	209
	4	442	6	35	157	0	640
	5	70	1	1	232	0	304
	6	176	2	5	506	0	689
	7	82	1	0	104	0	187
	8	34	0	1	30	0	65
	9	23	0	0	23	0	46
	10	3,808	55	158	5,691	0	9,712
	11	0	0	0	1	0	1
1985	1	781	9	55	167	0	1,012
	2	292	0	17	116	0	425
	3	149	2	7	77	0	235
	4	491	4	25	115	0	635
	5	72	2	5	218	0	297
	6	172	4	3	452	0	631
	7	78	0	3	120	0	201
	8	46	1	0	27	0	74
	9	29	0	0	32	0	61
	10	3,470	37	90	5,133	0	8,730
	11	0	0	0	0	0	0

Legends:
Intended Occupation by first 2 Digits of CCDO:

1 Managerial and Other Professional
2 Clerical
3 Sales
4 Services
5 Primary Occupations
6 Processing, Machining & Fabricating
7 Construction
8 Transport Equipment Operating
9 Material Handling & Other Crafts
10 Unclassified
11 Not Stated

BC Immigrant Landings – Language Ability by Intended Occupation

Year	Intended Occup.	English Only	French Only	Bi–Lingual	None	Not Stated	Total
1986	1	791	10	64	193	0	1,058
	2	274	1	23	108	0	406
	3	121	0	6	53	0	180
	4	335	2	17	102	0	456
	5	87	0	3	291	0	381
	6	181	4	4	354	0	543
	7	82	0	0	79	0	161
	8	40	0	0	29	0	69
	9	12	2	0	14	0	28
	10	3,909	41	105	5,272	0	9,327
	11	0	0	0	0	0	0
1987	1	1,961	13	108	260	0	2,342
	2	602	3	41	140	0	786
	3	255	0	10	99	0	364
	4	590	2	32	148	0	772
	5	96	0	1	376	0	473
	6	346	6	5	454	0	811
	7	95	2	2	108	0	207
	8	53	0	1	41	0	95
	9	42	0	0	34	0	76
	10	5,619	48	187	7,228	0	13,082
	11	1	0	0	2	0	3
1988	1	2,288	18	102	323	0	2,731
	2	1,079	5	43	141	0	1,268
	3	367	4	15	119	0	505
	4	414	3	22	139	0	578
	5	70	0	2	382	0	454
	6	513	7	12	522	0	1,054
	7	114	1	2	129	0	246
	8	50	0	3	35	0	88
	9	51	0	0	36	0	87
	10	6,540	68	180	9,425	0	16,213
	11	0	0	0	0	0	0

Legends:		
Intended Occupation by first 2 Digits of CCDO:	1	Managerial and Other Professional
	2	Clerical
	3	Sales
	4	Services
	5	Primary Occupations
	6	Processing, Machining & Fabricating
	7	Construction
	8	Transport Equipment Operating
	9	Material Handling & Other Crafts
	10	Unclassified
	11	Not Stated

BC Immigrant Landings – Language Ability by Intended Occupation

Year	Intended Occup.	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1989	1	2,291	7	135	459	0	2,892
	2	938	4	43	190	0	1,175
	3	401	6	11	124	0	542
	4	466	9	26	184	0	685
	5	64	0	2	333	0	399
	6	579	17	12	599	0	1,207
	7	145	1	0	159	0	305
	8	69	1	3	58	0	131
	9	54	0	1	37	0	92
	10	7,208	75	180	10,424	7	17,894
	11	3	0	0	10	0	13
1990	1	1,099	4	64	198	2	1,367
Jan–Sep	2	344	7	24	90	0	465
	3	198	2	10	40	1	251
	4	243	2	10	84	0	339
	5	49	0	1	177	1	228
	6	328	4	5	275	0	612
	7	81	2	3	86	1	173
	8	29	0	1	34	0	64
	9	24	0	1	18	0	43
	10	4,099	39	84	5,379	18	9,619
	11	0	0	0	0	0	0

Legends:		
Intended Occupation by first 2 Digits of CCDO:	1	Managerial and Other Professional
	2	Clerical
	3	Sales
	4	Services
	5	Primary Occupations
	6	Processing, Machining & Fabricating
	7	Construction
	8	Transport Equipment Operating
	9	Material Handling & Other Crafts
	10	Unclassified
	11	Not Stated

education during their residence, to accept work in unskilled positions, not work, or find employment difficult to obtain.

Of the 29% of non-English-speaking adult immigrants with particular occupational qualifications landing in B.C. since 1980, 5% of the total (3,116 adults including 144 Francophones) intended to enter managerial or other professional positions; 2% of the total (1,623 adults including 47 Francophones) intended to enter clerical positions; 2% of the total (1,061 adults including 40 Francophones) intended to enter sales positions; 3% of the total (1,934 adults including 49 Francophones) intended to enter positions in service industries; 6% of the total (3,840 adults including 5 Francophones) intended to enter primary occupations; 9% of the total (6,059 adults including 80 Francophones) intended to work in processing, machining, and fabricating industries; 2% (1,260 adults including 14 Francophones) intended to work in the construction industry; 1% (518 adults including 4 Francophones) intended to work in transport equipment operating; and 1% (418 adults including 3 Francophones) intended to work in material handling and other crafts.

Immigration Classes

Employment and Immigration Canada classifies immigration applications under nine categories (see Table 10). Of the total population of 99,509 adults and children who declared themselves unable to speak English upon arrival in B.C. from outside Canada over the past decade, almost one half (47% or 47,365 people including 419 Francophones) were in the family class. The next largest group of non-English-speakers was 18% or 17,494 people (including 133 Francophones) in the designated refugee class. Another 10% of the non-English-speaking immigrants or 9,831 adults and children (including 106 Francophones) were in the assisted relative class. Together the family, designated, and assisted relative classes accounted for 75% of the people landing in B.C. who did not speak English at all over the past decade.

Table 10

BC Immigrant Landings – Language Ability by Immigration Class

Year	CLass	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1980	Family	4,447	50	121	5,367	3	9,988
	Refugee	16	2	4	45	0	67
	Designated	178	25	40	4,860	0	5,103
	Self-Employed	702	17	86	268	0	1,073
	Entrepreneur	127	0	7	43	0	177
	Investor	0	0	0	0	0	0
	Retired	432	6	48	65	0	551
	Independent	3,743	18	187	616	0	4,564
	Assisted Relatives	846	14	16	2,079	4	2,959
	Not Stated	1	0	0	0	0	1
1981	Family	4,605	51	135	5,139	32	9,962
	Refugee	26	0	1	10	0	37
	Designated	139	22	18	1,500	2	1,681
	Self-Employed	761	16	43	340	1	1,161
	Entrepreneur	125	9	9	83	1	227
	Investor	0	0	0	0	0	0
	Retired	492	5	40	87	0	624
	Independent	3,632	27	167	696	7	4,529
	Assisted Relatives	1,299	14	23	2,472	3	3,811
	Not Stated	0	0	0	0	0	0
1982	Family	4,636	45	117	4,633	29	9,460
	Refugee	97	0	3	39	1	140
	Designated	198	15	12	1,337	1	1,563
	Self-Employed	699	14	58	273	1	1,045
	Entrepreneur	154	2	17	97	0	270
	Investor	0	0	0	0	0	0
	Retired	435	15	50	106	1	607
	Independent	3,047	26	135	688	3	3,899
	Assisted Relatives	840	17	22	1,143	2	2,024
	Not Stated	0	0	0	0	0	0
1983	Family	3,913	35	114	4,811	0	8,873
	Refugee	143	1	4	292	0	440
	Designated	172	20	24	1,032	0	1,248
	Self-Employed	512	4	30	286	0	832
	Entrepreneur	255	1	3	181	0	440
	Investor	0	0	0	0	0	0
	Retired	471	9	42	159	0	681
	Independent	1,115	9	77	256	0	1,457
	Assisted Relatives	177	1	5	320	0	503
	Not Stated	0	0	0	0	0	0

BC Immigrant Landings – Language Ability by Immigration Class

Year	CLass	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1984	Family	3,313	47	123	4,095	0	7,578
	Refugee	155	1	2	495	0	653
	Designated	96	12	13	1,073	0	1,194
	Self-Employed	231	2	12	129	0	374
	Entrepreneur	336	2	14	271	0	623
	Investor	0	0	0	0	0	0
	Retired	476	5	37	233	0	751
	Independent	990	7	69	185	0	1,251
	Assisted Relatives	177	5	8	604	0	794
	Not Stated	0	0	0	0	0	0
1985	Family	2,821	34	96	3,421	0	6,372
	Refugee	175	1	3	442	0	621
	Designated	113	6	4	1,161	0	1,284
	Self-Employed	169	2	8	72	0	251
	Entrepreneur	517	0	11	458	0	986
	Investor	0	0	0	0	0	0
	Retired	419	5	21	231	0	676
	Independent	1,106	4	47	145	0	1,302
	Assisted Relatives	260	7	15	527	0	809
	Not Stated	0	0	0	0	0	0
1986	Family	2,892	31	83	3,484	0	6,490
	Refugee	177	8	0	496	0	681
	Designated	98	5	4	1,217	0	1,324
	Self-Employed	150	1	9	56	0	216
	Entrepreneur	633	0	11	597	0	1,241
	Investor	5	0	0	6	0	11
	Retired	412	1	25	153	0	591
	Independent	1,148	10	79	189	0	1,426
	Assisted Relatives	317	4	11	297	0	629
	Not Stated	0	0	0	0	0	0
1987	Family	3,383	23	118	4,254	0	7,778
	Refugee	239	2	11	599	0	851
	Designated	121	7	1	1,280	0	1,409
	Self-Employed	160	2	11	70	0	243
	Entrepreneur	813	2	20	941	0	1,776
	Investor	113	0	1	84	0	198
	Retired	708	8	37	356	0	1,109
	Independent	3,399	24	173	819	0	4,415
	Assisted Relatives	724	6	15	487	0	1,232
	Not Stated	0	0	0	0	0	0

BC Immigrant Landings – Language Ability by Immigration Class

Year	CLass	English Only	French Only	Bi-Lingual	None	Not Stated	Total
1988	Family	3,012	33	99	4,480	0	7,624
	Refugee	195	2	5	591	0	793
	Designated	120	14	6	1,495	0	1,635
	Self-Employed	200	6	15	69	0	290
	Entrepreneur	1,218	6	39	1,703	0	2,966
	Investor	171	1	7	337	0	516
	Retired	814	9	23	404	0	1,250
	Independent	5,024	18	169	1,487	0	6,698
	Assisted Relatives	732	17	18	685	0	1,452
	Not Stated	0	0	0	0	0	0
1989	Family	3,560	44	94	4,826	1	8,525
	Refugee	212	0	1	609	0	822
	Designated	311	7	12	1,483	0	1,813
	Self-Employed	195	3	14	76	0	288
	Entrepreneur	1,177	1	29	1,979	3	3,189
	Investor	282	3	4	661	0	950
	Retired	800	7	37	549	0	1,393
	Independent	4,875	40	196	1,643	1	6,755
	Assisted Relatives	806	15	26	751	2	1,600
	Not Stated	0	0	0	0	0	0
1990 Jan-Sep	Family	2,360	26	60	2,436	14	4,896
	Refugee	122	2	0	282	0	406
	Designated	185	0	7	923	0	1,115
	Self-Employed	132	3	11	61	1	208
	Entrepreneur	656	4	10	893	0	1,563
	Investor	268	0	2	512	1	783
	Retired	335	4	23	276	1	639
	Independent	1,895	15	72	638	5	2,625
	Assisted Relatives	540	6	18	360	1	925
	Not Stated	1	0	0	0	0	1

The remaining categories made up very small proportions of the total number of people landing in B.C. since 1980 without proficiency in English, although certain classes (entrepreneurs, investors, refugees) were themselves largely composed of non-English speakers. Eight percent or 7,560 adults and children (including 198 Francophones) were in the independent class. Seven percent or 7,273 adults (including 27 Francophones) were in the entrepreneur class, forming 56% of the total number in this class (i.e. the other 5,782 declared themselves able to speak English). Four percent or 3,919 adults and children (including 19 Francophones) were in the convention refugee class, forming 71% of the total number in this class (i.e. the other 1,592 declared themselves able to speak English). Three percent or 2,693 adults (including 74 Francophones) were in the retired class. Two percent or 1,770 adults (including 70 Francophones) were in the self-employed class. Another 2% or 1,604 adults (including 4 Francophones) were in the investor class (which did not exist before 1986), forming 65% of this class (i.e. the other 854 declared themselves able to speak English).

Projected Future Levels of Immigration

The five year plan for immigration policy outlined in Employment and Immigration Canada's Annual Report to Parliament (1990a) projects "a moderate increase in immigration" over the next five years (p.3). Specifically, overall immigration to Canada from overseas will rise by 20,000 people in 1991, then by an additional 30,000 people in 1992 and continue at that rate (250,000 per year) until 1995. Over the past decade, B.C. has received about 15% of the total number of immigrants to Canada (Secretary of State, 1990). Therefore, if recent trends hold, B.C. can expect to receive an additional 4,500 immigrants beyond current levels in 1991, then an additional 7,500 immigrants per year in 1992 and subsequent years.

Estimates of the proportions of these new immigrants who may require adult ESL

instruction and related settlement services can be made on the basis of trends over the past decade: (a) 69% of the non-English-speaking population may be adults (as calculated from Table 1); (b) 45% of these adults may not speak English at all. Thus for 1991, an additional 1,400 adults (4,500 x .69 x .45) may be in extreme need of ESL instruction and related settlement services, above and beyond the annual flow of up to 9,000 adults with similar characteristics already expected to arrive. For 1992 and subsequent years, this estimate would be an additional 2,328 adults (7,500 x.69 x .45). For coming years, the province should expect 10,000 to 12,000 adult immigrants to land in B.C. from overseas with no proficiency in English at all.

These increases will probably be somewhat higher, however, for B.C. in future years, given that the family and assisted relative classes are the two immigration classes where actual numbers of immigrants will increase most until 1993 (EIC 1990a, p. 9), and these two immigration classes have together made up well over half of B.C.'s non-English-speaking immigrant adult population in the past decade. Similarly, projected increases for the designated refugee and various business classes (EIC 1990a, p. 9) will probably further increase B.C.'s proportion of non-English-speaking adults, since these classes have conventionally had very high proportions of non-English-speakers. In view of these considerations, the upper range figure of 12,000 adults needing ESL instruction and settlement services annually (cited in the previous paragraph) is probably a very low estimate.

Of course, this future projection of 12,000 per year is based on annual flows of adults who speak no English at all. Future needs for adult ESL instruction and related settlement services in B.C. also need to account for the annual flow of adults who speak only some limited English, accumulated existing populations of non-English-speakers and limited-English-speakers in the province, and appropriate allowances for time

needed to acquire a reasonable proficiency in English and integrate culturally into the society. It was estimated above that 43,000 adults with no English proficiency at all already reside in B.C. and possibly another 86,000 adults speak English to a very limited extent. Adding 12,000 adults to this existing population annually, and considering the time they might need to acquire English, a conservative estimate of the overall need for adult ESL instruction in the province is well over 140,000 people in the early 1990s.

The extent to which appropriate educational resources and social services are or are not made available to respond to this need will probably affect the extent to which this population of non-English-speakers accumulates substantially in the province over this decade, as it evidently had in the period prior to the 1986 census. Trends in the LIDS and 1986 census data indicate that such an accumulation of non-English-speaking adults in the province could be expected to consist largely of women with limited prior education and few work skills from Cantonese and Punjabi backgrounds (but also other diverse backgrounds) who will settle mostly in the greater Vancouver and Victoria areas.

Descriptive Survey of Current ESL Programs in B.C.

Summary Points

* Data were collected from 66 agencies providing adult ESL instruction in B.C.: 17 community colleges and university extension programs, 14 school district continuing education programs, 19 immigrant serving agencies, 15 private businesses, and 1 agency offering distance education and workplace programs. Forty-five of these agencies were located in the greater Vancouver and Victoria areas; 21 were in other regions of B.C. The response rate to the survey was 96%.

* A total of 14,549 adults were participating in formal ESL instruction in B.C. in January 1991. Of this total number, 12,097 adults were Canadian citizens, landed immigrants, and refugee claimants. About 81% of these permanent residents of B.C. were paying tuition fees, on average, of between $1.00 and $6.60 per contact hour of instruction plus additional fees for program registration, materials, and activities. Only 19% (2,332 adults) of these permanent residents of Canada were under federal government sponsorship for their tuition and course registration in these ESL programs. In addition, 2,452 adults visiting Canada from overseas formed 17% of the total population in these ESL programs, paying tuition fees which averaged $6.95 per contact hour of instruction.

* Among the adults studying ESL in B.C., 31% had a beginning proficiency in English, 29% had an intermediate proficiency in English, 20% had an advanced proficiency, and 20% were in programs where their English proficiency was not assessed or available.

* Geographically, 91% or 13,228 of the adults participating in ESL programs were in the greater Vancouver and Victoria areas, and 9% (1,321 adults) were residing in

other parts of the province.

* Of the 169 distinct programs for adult ESL instruction offered in B.C., 30% were reported to be for general communication skills, 25% for academic preparation, 19% for employment preparation, and 26% for initial settlement, orientation, and citizenship preparation.

* Among adult ESL programs in B.C., 27% were offered on a full-time basis (more than 21 hours per week), 40% on a half-time basis (10 to 20 hours per week), and 32% on a part-time basis (1 to 9 hours per week).

* Of the total of 990 adult ESL classes offered in B.C. in January 1991, 45% were provided by community colleges and university extension programs, 31% were provided by school district continuing education programs, 11% were provided by immigrant serving agencies, 12% were provided by private businesses, and the remaining proportion (less than 1%) were provided by distance education in people's homes or in specific workplaces.

* Eighty-five per cent of the adult ESL classes in B.C. were located in the Lower Mainland or greater Victoria area, whereas 15% were located in other regions of the province.

* A total of 928 instructors were teaching ESL to adults in B.C.; 87% of these instructors were located in the greater Vancouver or Victoria areas, mostly working part-time with an overall, average student-teacher ratio of 1:17. In other regions of the province, 13% of the adult ESL teaching force was teaching 9% of the adult ESL student population (at an average ratio of 1 teacher to 11 students).

* ESL instructors working in B.C. at the time of the survey included 760 people with

ESL teaching certificates, diplomas, or bachelor's degrees in ESL education; 202 people with masters or doctoral degrees; and 45 individuals with B.C. teacher's certificates in other specializations. Their experience teaching ESL was 10% with less than one year experience, 33% with one to five years experience, 27% with five to ten years experience, and 28% with more than 10 years teaching experience.

* Counselling, orientation, interpreting, and translation services in students' mother tongues were said to be available at 45% of the agencies surveyed, available only for certain languages at another 15% of the agencies, and not available at 39% of the agencies.

* Instruments and procedures reported to be used for student assessment for the purposes of placement in programs or evaluation of achievement varied greatly from agency to agency, showing little overall consistency or common standards.

* More than half of the agencies surveyed perceived needs to be "essential" or "great" for improvement to their curriculum, equipment, materials, resources, instructional staffing, and administrative capacities. Other areas of great perceived need were: program support services, particularly child and day care, various kinds of counselling, and financial aid; facilities, especially classroom space; numerous aspects of program implementation, such as class sizes, scheduling, student assessment, and programing for specific purposes or groups; relations with other forms of adult education, government agencies, immigrant services, and local communities; and teacher certification and professional development.

* Sixty-eight percent of the agencies surveyed said they were not usually able to

accommodate all students applying to their adult ESL programs, particularly for beginning level ESL; ESL literacy; programs for specific purposes (e.g. vocational, academic, professional), skills (e.g. pronunciation, writing) or specific populations (e.g. seniors, learning disabled); and part-time evening courses.

* Wait lists kept by 26 agencies document the names of 4,469 adults wishing to register for ESL classes who could not be accommodated in January 1991, almost all residing in the greater Vancouver and Victoria areas. An equivalent number was documented on wait lists for the autumn of 1990. These non-English speakers not accommodated in current programs were at all levels of English proficiency, represented a variety of language and ethnic backgrounds, and were said to want to improve their English to better their employment prospects or communication at work, to further their academic or occupational credentials, to participate more fully in Canadian society, and to communicate with family members.

Purpose and Approach

The purpose of this component of the research was to describe the types of adult ESL programs being delivered in B.C., the standards of service delivery, characteristics of the populations currently being served and in need of service, and the types of programing and curriculum development potentially needed. A survey instrument (see Appendix B) was developed in consultation with project and ministry staff, revised after several pilot trials, then administered by Beryl Tonkin, working as a private consultant within the offices of the B.C. Ministry of Adult Education, Training, & Technology. A covering letter introducing the survey (see Appendix B) was first sent to 91 agencies initially identified from ministry records and public telephone directories. This was followed up by detailed telephone and FAX interviews to collect the relevant information.

Full responses were received from representatives of 66 agencies providing various kinds of adult ESL instruction throughout the province. Of the remaining 22 agencies initially identified, 9 agencies contacted were not offering ESL courses at the time of the survey or had transferred their courses to other agencies (and therefore were not surveyed), 4 agencies proved to offer ESL instruction only to high school age students (and therefore were not surveyed), 5 agencies could not be contacted by mail or phone (and had presumably gone out of business), and 4 agencies (2 immigrant serving agencies and 2 private agencies) did not respond to initial contact letters or to follow-up telephone calls. Three volunteer programs were also identified, operating in conjunction with immigrant serving agencies in Vancouver. Therefore, the overall response rate to the survey was 96%.

Certain non-governmental organizations (e.g. some private language schools) may, regrettably, have been overlooked in this process of identification (i.e. if they were neither registered with the Ministry of Advanced Education, Training, and Technology nor listed in the relevant sections of public telephone directories). Informal provisions for adult ESL instruction (e.g. through church or other religious organizations, private tutoring, self-directed study, correspondence courses from outside of B.C.) were not surveyed as no systematic means to identify them existed. Also, adult students with English as a second language who were registered in regular academic, vocational, or professional programs in B.C. were not accounted for in the survey because of the difficulty of identifying such individuals.

In sum, the results of the survey can be considered to represent a comprehensive analysis of the delivery of formal ESL instruction for adults in B.C. at the time of the research (January and February 1991). All major providers of adult ESL instruction in the province would appear to have been included. The results of the survey were

conveyed to the project staff at UBC in summary form (i.e. not identifying names of individual respondents nor their institutions, except by type of agency) to preserve the confidentiality of individual responses. The names and addresses of the agencies which participated in the survey are listed in Appendix C.

Adult ESL Programs in B.C.

One section of the survey collected information on the types of agencies providing adult ESL instruction, the types of programs being offered at these institutions, the duration of courses, the number of classes currently offered, and tuition and other fees charged to participating students.

Types of agencies

The agencies providing adult ESL instruction in B.C. responding to the survey included:

- 17 community colleges and university extension programs--8 in the Lower Mainland and greater Victoria areas, and 9 institutions at 16 campus locations in other regions of the province;

- 14 school district continuing education programs--10 in the Lower Mainland and greater Victoria areas, and 4 in other areas of the province;

- 19 immigrant serving agencies--11 in the Lower Mainland and greater Victoria areas, 3 volunteer programs attached to 3 of these agencies, and 8 agencies in other areas of B.C.;

- 15 private businesses, all in the Greater Vancouver or Victoria areas; and

- 1 college providing distance and home education throughout the province as well as at specific businesses and work sites.

Geographically, 45 of these agencies were located in the greater Vancouver and Victoria areas, and 21 agencies were in other regions of B.C.

Types of programs

For general classification of programs, respondents were asked to categorize their programs by purpose of ESL study, either for (a) general communication skills, (b) preparation for academic study, (c) preparation for employment, or (d) settlement, orientation and citizenship purposes. Most large agencies offer more than one type of program, meaning tallies below exceed the number of agencies identified above.

A total of 51 programs for general communication skills were being offered in B.C., 31 of these in the greater Vancouver or Victoria areas, 19 outside these areas, and 1 province-wide by distance education. Fourteen of these general communication skills programs were provided by community colleges or university extension programs, 14 by school board continuing education programs, 9 by immigrant serving organizations, 13 by private businesses, and 1 by distance education.

ESL programs for academic preparation totaled 42 in the province, 28 of which are in the Lower Mainland or greater Victoria area, while the remaining 13 are in other areas of the province or provided by distance education. Community colleges and university extension programs offered 15 of these academic preparation ESL programs, school district continuing education programs offered 12 of them, private businesses offered 11 of them, immigrant serving organizations offered 3 of them (all outside of the Lower Mainland or greater Victoria), and 1 was offered by distance education.

Thirty-two programs of ESL preparation for employment were being offered in the province. Nineteen of these were in the Lower Mainland or greater Victoria area, 12 were outside of these regions, and 1 was offered by distance education. Community colleges and university extension programs provided 10 ESL programs of employment preparation, school districts offered 6 of them, immigrant serving agencies offered 6 of them, private businesses offered 9 of them, and 1 was offered by distance education.

Programs for settlement, orientation, and citizenship preparation numbered 44 in B.C. Twenty-eight were in the Lower Mainland or greater Victoria area, 15 were outside of these regions, and 1 was offered by distance education. The majority were offered by immigrant serving organizations who provided 22 of these programs. Community colleges and university extension programs provided 9 such programs, school district continuing education programs offered 8, private businesses offered 4, and 1 was provided by distance education.

In sum, the 169 adult ESL programs currently offered by 66 agencies in B.C. were reported to be relatively evenly distributed between programs for general communication skills; preparation for academic study; preparation for employment; and settlement, orientation, and citizenship purposes. Similarly, these agencies mostly provided a range of these program types, although immigrant serving organizations focused more on programs for settlement, orientation, and citizenship than the other types of agencies, and school district continuing education programs as well as private businesses focused more on general communication skills. The quantity of these programs was dispersed between the urban, suburban, and other regions of the province, despite the intense concentration of non-English speakers in the greater Vancouver and Victoria areas. However, the tally of program types does not correspond directly to the numbers of students registered in these programs (see below).

Duration of courses

Respondents were asked to classify their course offerings within three categories based on the number of hours of classroom instruction per week: full-time ESL studies (over 21 hours per week), half-time ESL studies (10 to 20 hours per week), and part-time ESL studies (1 to 9 hours per week). This classification did not distinguish the type of ESL courses, only their relative intensity in terms of hours per week of classroom study.

Full-time ESL courses (more than 21 hours per week) were reported by 15 community colleges and universities offering 25 full-time courses, by 3 immigrant serving agencies offering 5 full-time courses, and by 14 private businesses offering 18 full-time courses. None of the school district continuing education programs offered full-time adult ESL courses, nor were they offered by distance education. Twenty-nine of these full-time courses were offered in the greater Vancouver or Victoria areas, while 17 were offered outside of these regions (almost all by community colleges).

Half-time ESL courses were offered by 39 agencies. Eleven community colleges and universities offered 22 half-time ESL courses, 8 school districts offered 13 half-time ESL courses, 12 immigrant serving organizations offered 13 half-time ESL courses, and 7 private agencies offered 7 half-time ESL courses. Thirty eight of the total of 55 of these half-time ESL courses were situated in the Lower Mainland or greater Victoria areas. The remaining 17 were in other regions of the province.

Part-time ESL courses were reported at 14 colleges and universities offering 24 part-time courses, at 12 school districts offering 20 part-time courses, at 12 immigrant serving organizations offering 17 part-time courses, at 3 private businesses offering 4 part-time courses, and at 1 distance education agency offering 4 part-time courses as well as television courses. Of the total of 67 part-time adult ESL courses, 46 were located in the

greater Vancouver and Victoria areas, 18 were located in other regions, and 3 were offered through distance education.

Entry into these adult ESL programs was usually through fixed registration dates at most community colleges and universities, school district programs, and private businesses, although policies of continuous intake were also practiced in 6 colleges, 10 school district continuing education programs, 8 private businesses, and 1 distance education agency. Most immigrant serving organizations and private businesses used both policies for student intake.

Number of adult ESL classes offered

Each agency was asked to state the total number of adult ESL classes they were now offering, the average number of students per class, and the maximum number of students in these classes. From these figures, calculations were made of the total capacity to provide adult ESL instruction within the overall adult education system in B.C. (see Table 11 and Appendix B, item 5 on the survey instrument). However, the resulting figure of about 18,700 spaces in ESL classes seems inaccurate, given the figure of 14,549 people now documented to be in ESL programs. First, a simple tally of "classes" does not distinguish between part-time, half-time, and full-time courses, obscuring distinctions in the amount of instructional contact time provided, as well as situations where the same students take more than one ESL class. Second, this figure includes the 2,452 visiting students from overseas now in these ESL programs.

The strongest reason to discredit the usefulness of this calculation as an indicator of overall capacity for ESL instruction is that a total of 4,469 potential adult ESL students were documented to be on wait-lists, unable to enter ESL programs at the majority of colleges, school districts, and immigrant serving agencies in the province in January, 1991, reportedly because of funding constraints more than any other reason (see

below). Moreover, this means of calculation does not account for the distinct regional differences in the distribution of non-English-speaking immigrant populations in the province (see previous demographic analyses). A more reliable estimate of overall capacity would be simply derived by considering the total number of students participating in adult ESL at the present time (i.e., a simple head count, e.g. 12,097 Canadian citizens, landed immigrants, and refugee claimants plus 2,452 visiting students from overseas; see section below on student characteristics).

Community colleges and university extension programs were offering a total of 445 adult ESL classes. In the greater Vancouver and Victoria areas, 338 adult ESL classes were being offered with an average of 18 students per class, ranging from 5 to 25 students per class, depending on the institution. In other regions of the province, 107 classes were being offered with a reported average class size of 13 students per class, ranging from 3 to 27 students per class, depending on the institution. Maximum class size was reported to range from 6 to 25, again varying considerably with each institution. However, our project staff who had previously worked in some of these institutions reported somewhat larger maximum class sizes in their experiences (e.g. 30 students) than the figures appearing in these data (see also section on instructional capacity below).
School districts were offering a total of 304 adult ESL classes. In the greater Vancouver and Victoria areas, 298 adult ESL classes were being offered with an average of 17 students per class, ranging from 9 to 21 students per class, depending on the program. In other regions of the province, only 6 adult ESL classes were reportedly offered by school districts with an average of 11 students per class, ranging from 6 to 14 students per class, depending on the program. Maximum class size was said to range from 15 to

Table 11: Capacity Estimations

	# of Classes	%	Average # of Students Per Class
Colleges and University Extension		45%	
- Vancouver and Victoria	338		18
- Other areas	107		13
School Districts		31%	
- Vancouver and Victoria	298		17
- Other areas	6		11
Immigrant Serving Agencies		11%	
- Vancouver and Victoria	65		17
- Other areas	32		11
- Volunteer groups	16		10
Private Businesses		12%	
- Vancouver and Victoria	123		11
Distance Education		<1%	
	5		11

Total 990 classes

25 in the Lower Mainland and greater Victoria areas, and to be between 10 and 16 in other areas of the province.

Immigrant serving agencies were offering a total of 97 adult ESL classes plus 16 groups taught by volunteers. In the greater Vancouver and Victoria areas, 65 adult ESL classes were being offered with an average of 17 students per class, ranging from 12 to 20 per class, depending on the program. Volunteer programs for ESL in these areas were offering instruction for 16 groups of about 10 students per group, ranging from groups of 8 to 12. In other regions of the province, immigrant serving agencies were offering 32 adult ESL classes with an average of 11 students per class, ranging from 7 to 19 per class, depending on the program. Maximum class size was said to be between 9 and 27, depending on the agency.

Private businesses were offering 123 adult ESL classes, all in the greater Vancouver or Victoria areas. These classes contained 11 students on average, ranging from groups of 2 to 20, depending on the agency. Maximum class size was reported to be between 8 and 22 people per class, depending on the agency. The one agency providing distance education was offering 5 classes in workplace settings with an average of 11 students per class, along with individual home study programs for 50 adults.

In sum, of the total of 990 adult ESL classes being offered in B.C. in January 1991, 45% were provided by community colleges and university extension programs, 31% were provided by school district continuing education programs, 11% were provided by immigrant serving agencies, 12% were provided by private businesses, and the remaining proportion (less than 1%) were provided by distance education in people's homes or in specific workplace settings. Looking broadly across regions of the province, 85% of these classes (845 classes) were located in the Lower Mainland or

greater Victoria area, whereas 15% (145 classes) were located in other regions of the province.

Tuition and other fees

Tuition and other fees charged to adult ESL students varied mainly by the type of agency in B.C.. As described in a later section of this report, only 20% (2,332 people) of the Canadian adult population in ESL courses in B.C. were under federal government sponsorship for their course fees in January 1991. The remaining 9,765 Canadian citizens, landed immigrants, or refugee claimants in these programs were paying tuition, registration, and other fees independently. A small proportion of these individuals may have been receiving provincial support for tuition through ABESAP (Adult Basic Education Student Assistance Program) grants, although no means of identifying such individuals was available at the time of the survey. Visiting ESL students from overseas were charged different (higher) course fees in all agencies except immigrant serving agencies, which did not offer courses to any adults who were not permanent residents of Canada. (These visiting non-Canadians numbered 2,452 in adult ESL courses in institutions also serving permanent residents of B.C. in January 1991; see below.)

Community colleges and university extension programs reported an average charge of $1.80 per contact hour of ESL instruction (ranging from $.43 to $6.10 per hour) among institutions in the greater Vancouver and Victoria areas, and an average of $.93 per contact hour of ESL instruction (ranging from $.02 to $2.37 per hour) in colleges in other regions of the province, for Canadian citizens, landed immigrants, and refugee claimants. In addition, these adult ESL students paid an average of $37.50 for registration fees in the greater Vancouver and Victoria areas, along with student society fees of about $21.50 per term and $1.00 per month. In other areas of the province, these students paid an average of $13.00 registration fees and about $25.00 per term for

student society fees. For visiting students from overseas, tuition fees in colleges and university extension programs were considerably higher, amounting to an average of $6.95 per contact hour of ESL instruction (ranging from $3.75 to $11.90 per hour) in the greater Vancouver and Victoria areas, and an average of $5.93 per contact hour of ESL instruction (ranging from $2.37 to $8.90 per hour) in other regions of the province. These visiting students also paid higher registration fees (average of $75.00, ranging from $15.00 to $100.00) for their courses.

Tuition fees in school district continuing education programs were an average of $1.00 per contact hour of ESL instruction (ranging from $.84 to $1.50 per hour) in the greater Vancouver and Victoria areas, and an average of $.49 per contact hour of ESL instruction (ranging from $.25 to $1.00 per hour) in other regions of the province, for Canadian citizens, landed immigrants, and refugee claimants. Other fees charged were only about $.30 per term for books and supplies in these programs in the greater Vancouver and Victoria areas; no such fees were applied in other regions of B.C. Visiting students from overseas were charged an average of $4.00 per contact hour of ESL instruction (ranging from $1.00 to $8.50 per hour), although 1 program stated it did not admit such students, 1 program had a separate set of courses for such students (who are not accounted for in the present analyses), and all of the school districts outside of the greater Vancouver or Victoria areas reported they did not have non-Canadian students registered in their ESL programs at the time of the survey.

Immigrant serving agencies were primarily providing courses sponsored by government agencies (particularly Employment and Immigration Canada), although Canadian citizens, landed immigrants, and refugee claimants paying tuition fees for ESL courses independently accounted for 27% of the adult students in four (of the eleven) immigrant serving agencies in the greater Vancouver and Victoria areas and 51% of the adult

students in these agencies in other regions of the province. These permanent residents of B.C. paid an average of $1.20 per contact hour of ESL instruction (ranging from $.80 to $1.62 per hour) in the four immigrant serving agencies in the greater Vancouver and Victoria areas, and an average of $.20 per contact hour of ESL instruction (ranging from $.05 to $.46 per hour) at agencies in other regions of the province. The three immigrant serving agencies providing volunteer ESL instruction or tutoring (all in the greater Vancouver area) reported charging fees of about $.30 per contact hour of instruction, only for students who could afford it. Additional fees reported were $20.00 per term for pre-school for children ages 3 to 5 and $10.00 for child-care for children under 3 at one agency only, as well as an activity fee of $1.00 per month at another agency. None of these immigrant serving agencies reported admitting adult students to ESL courses who were not Canadian citizens, landed immigrants, or refugee claimants, e.g. visitors to Canada.

Private businesses providing adult ESL instruction collected tuition fees from Canadian citizens, landed immigrants, or refugee claimants at an average rate of $6.60 per hour (ranging from $3.00 to $14.25 per hour) in addition to registration fees averaging $45.00, charges for supplies and materials of about $18.00, and a fee of $160.00 per term for social activities at one agency only. However, 79% of the total student population in adult ESL courses in these agencies were visiting students from overseas, who paid tuition fees averaging $6.98 per contact hour of ESL instruction (ranging from $4.50 to $14.25 per hour) in addition to registration fees of about $67.00, charges for supplies and materials averaging $18.00, and a fee of $160.00 per term for social activities at one agency only.

In the one agency providing ESL study through distance education at learners' homes, tuition fees were $50 for one course in addition to a fee of $15 for registration and

materials. Courses for workplace ESL instruction provided by this agency were organized by separate contracts with specific businesses, and were therefore not analyzed in this research.

Student Characteristics

In January 1991, a total of 14,549 adults were reported to be studying ESL in the 66 B.C. agencies surveyed (see Tables 11 and 12). Of this total number, 12,097 were Canadian citizens, landed immigrants, and refugee claimants. In addition, 2,452 adults visiting Canada from overseas were participating in these ESL programs, forming 17% of the total adult ESL population reported. Of the permanent residents of B.C. receiving formal ESL instruction, 19% (2,332 adults) were sponsored by federal government programs. The other 81% (9,765 adult Canadian citizens, landed immigrants and refugee claimants) were paying for their ESL courses independently.

Information was collected on these students' geographic distribution, registration in courses, proficiency in English, and durations of studying ESL in B.C. No information was requested on the gender, mother tongues, native countries, or previous education of ESL students in B.C., since these data did not appear to be readily available at certain agencies. Such information would have contributed to a more precise profile of the overall population of adults studying ESL in B.C. and would also have been useful in identifying specific populations not being served by the existing delivery system (through comparison to the demographic data presented in the previous section of this report).

Geographic distribution

Of the Canadian citizens, landed immigrants, and refugee claimants paying independently for their courses, 95% (9,259 adults) were in the greater Vancouver and Victoria areas, and 5% (506 adults) were in other regions of the province (see Table 13).

The regional distribution of government-sponsored ESL students was 86% (2,011 adults) in the greater Vancouver and Victoria areas, 14% (321 adults) in other parts of the province. Among the visitors to Canada studying ESL, 82% (2,019 adults) were in the greater Vancouver and Victoria regions, and 18% (433 adults) were in other regions of B.C. Overall, 91% (13,289 adults) of the people participating in these ESL programs were in the Lower Mainland and greater Victoria area, and 9% (1,260 adults) were residing in other areas of the province.

Registration in courses

Comparison of data on student populations (i.e. head counts of participating students) and course registrations indicates that a certain number of adult ESL students were taking more than one ESL course. The 2,332 government-sponsored students had registered 2,372, times in ESL courses. The 9,765 adult Canadian citizens, landed immigrants, and refugee claimants pursuing ESL independently had registered 11,237 times in ESL courses. The 2,452 adult students visiting Canada from overseas had registered 3,418 times in ESL courses. In sum, the grand total of 14,549 students had registered 17,027 times in adult ESL classes. Information described above indicated that 990 adult ESL classes were offered in B.C. at the time of the data collection, putting the average size of ESL classes overall in B.C. at 17 adults (17,027 class enrollments/990 classes).

Between September and December 1990, the number of adults participating in ESL courses at the same agencies included 10,050 independent Canadian citizens, landed immigrants, and refugee claimants; 2,135 immigrants or citizens whose fees were paid by Canadian government programs; and 3,199 adults visiting Canada from overseas. Registration figures for these agencies for the period May to August 1990 included 8,776 independent Canadian citizens, landed immigrants and refugee claimants; 1,344

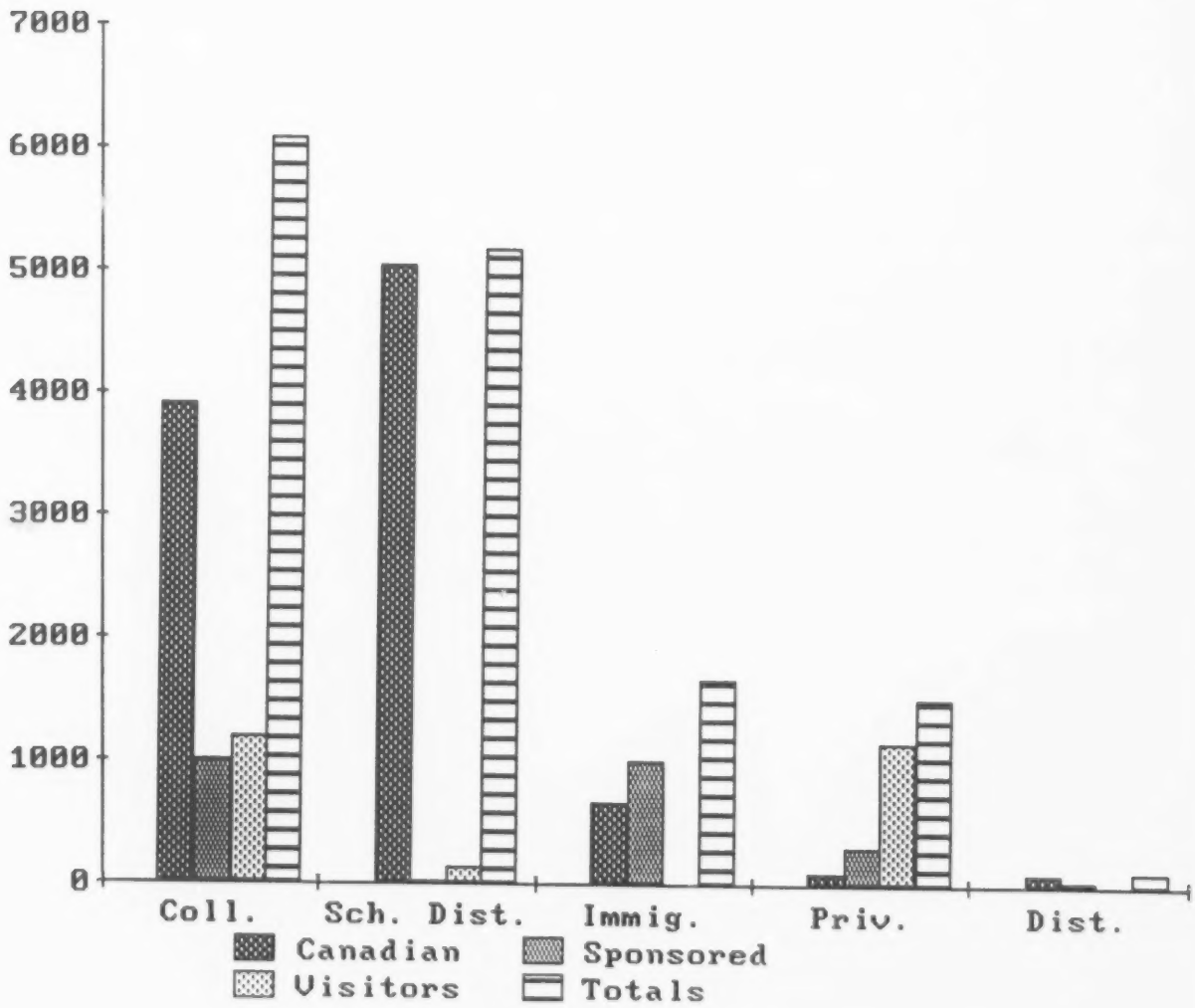
TABLE 12: STUDENT REGISTRATIONS BY AGENCY TYPE, JANUARY 1991

Agency Type	Canadian Residents	Federally Sponsored	Visitors	Totals
Coll.	3 905	988	1 194	6 087
Sch. Dist.	5 044	15	119	5 178
Immi.	652	1 004	0	1 656
Priv.	80	297	1 139	1 516
Dist.	84	28	0	112
Totals	9 765	2 332	2 452	14 549

TABLE 13: STUDENT REGISTRATIONS BY REGION, JANUARY 1991

	Urban & Suburban	Other Regions	Totals
Canadian Residents	9 259	506	9 765
Federally Sponsored Students	2 011	321	2 332
Visitors to Canada	2 019	433	2 452
Totals	13 289	1 260	14 549

FIGURE 1: STUDENT REGISTRATIONS BY AGENCY TYPE, JANUARY 1991



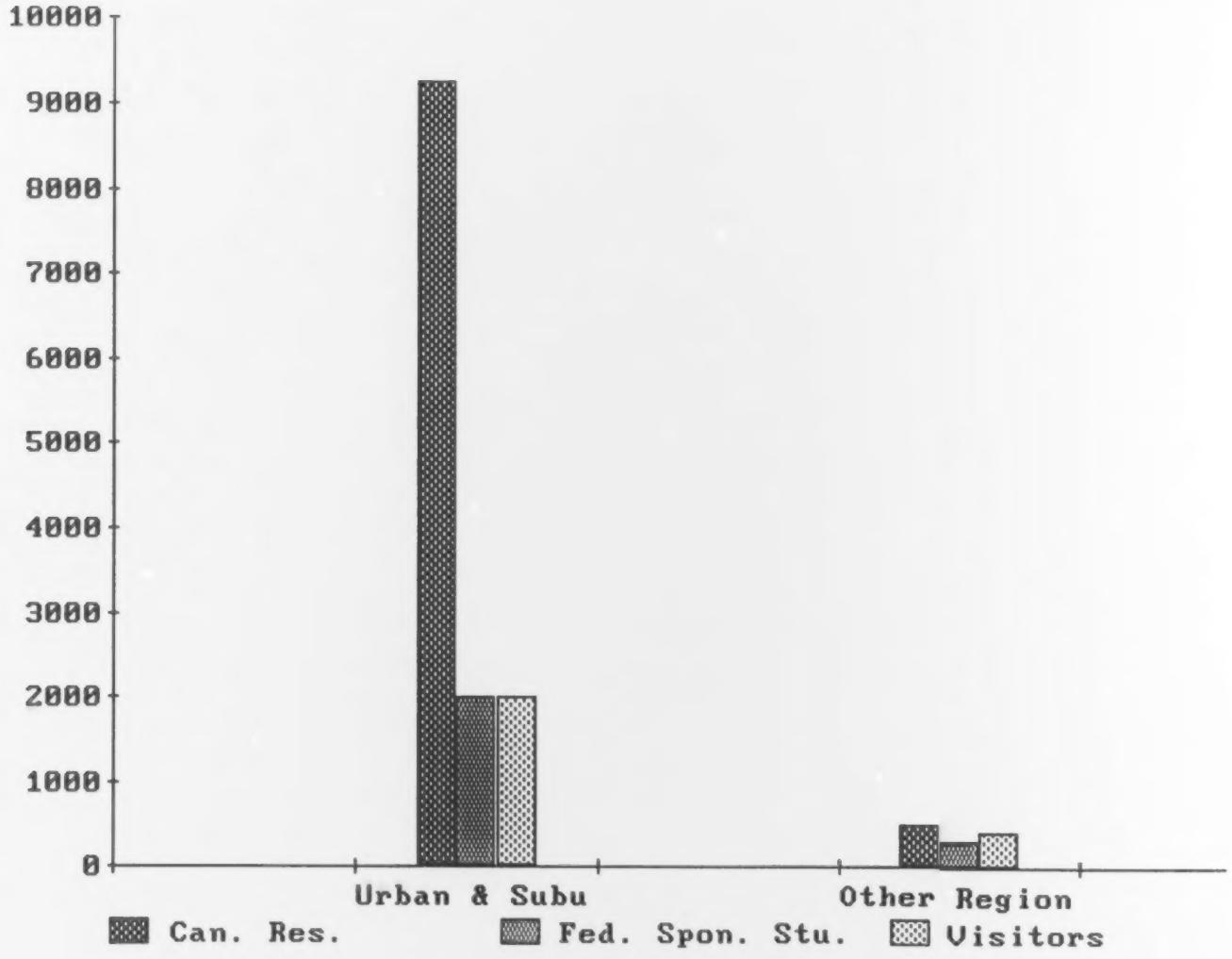


FIGURE 2: STUDENT REGISTRATIONS BY REGION, JANUARY 1991

immigrants or citizens sponsored by federal government programs plus 3,286 adults visiting Canada from overseas. But two colleges had not retained their registration records for the summer period.

In sum, the figures on adult ESL student enrollment obtained for January 1991 are roughly equivalent to the numbers of adult students in ESL programs at other times of the past year--with three exceptions. One exception is that the number of fee paying, permanent residents of B.C. taking ESL appears to have increased from 8,766 adults in the summer to 10,050 adults in the autumn then declined slightly to 9,765 adults in the winter. A second exception is that the number of government-sponsored students appears to have increased by 59% from the summer to autumn months in 1990. Some agencies do not offer ESL courses during the summer months; in particular, few EIC-sponsored courses appear to be available. The other exception is that the number of visiting students from overseas appears to have declined somewhat in the same period. However, it is not possible to say whether these patterns represent seasonal fluctuations (e.g. immigrants' opportunities for summer employment, visiting students opportunities to travel to Canada during the summer, tendencies to register for autumn terms in conjunction with the schedule of public schools), long-term trends, policy decisions in sponsoring agencies, or simply an artifact of missing data for the summer months from two colleges.

Information was also requested on whether students were taking academic courses at the agencies in conjunction with their ESL studies; however, this information was not available from several institutions, so results are not clear. The very limited data available showed only 661 adults taking academic courses in conjunction with their ESL studies, and the majority of these students were visitors from overseas.

Proficiency in English

Agencies were asked to classify their students' English proficiency within broad categories of beginners (just starting to learn the language), intermediate (limited communication skills) and advanced (near native-like command of English) (see Tables 14, 15, and 16. Note that figures are slightly higher than in previous tables as several "drop-in" students were included in the tallies). Though imprecise, these categories were applicable to the majority of students in the programs. But a certain proportion of students proved to be in multi-level groups or in specific programs like ESL literacy or seniors groups where English proficiency was not a criterion for program placement. Overall, the adults studying ESL in B.C. were 31% at a beginning proficiency in English, 29% at an intermediate proficiency in English, 20% at an advanced proficiency, and 20% were in programs where their English proficiency was not assessed or available.

A total of 4,511 adults were categorized as having beginning proficiency in English: 1,392 adults under federal government sponsorship; 2,904 Canadian citizens, landed immigrants, and refugee claimants paying independently for ESL classes; and 215 visiting students from overseas. Community colleges and university extension programs accounted for 1,584 of these adults, school district continuing education programs accounted for 1,744, immigrant serving agencies for 814, private businesses for 351, and distance education for 18 (see Table 14). About 94% of these adults with beginning proficiency in English (4,227 people) were studying ESL in the greater Vancouver and Victoria areas. Only 6% (284 people) with beginning English proficiency were studying ESL in other regions of the province (see Table 15).

A total of 4,244 adults were categorized as having intermediate proficiency in English: 282 immigrants or refugee claimants under government sponsorship; 2,876 Canadian citizens, landed immigrants, and refugee claimants paying independently for their

TABLE 14: PROFICIENCY LEVELS OF STUDENTS BY AGENCY TYPE

Agency Type	Beginner	Intermediate	Advanced	Special Groups	Totals
College and Universities	1 584	1 866	1 631	1 004	6 085
School Districts	1 744	1 452	853	1 164	5 213
Immigrant Serving Agencies	814	328	128	419	1 689
Private Businesses	351	551	332	308	1 542
Distance Education	18	47	9	38	112
Totals	4 511	4 244	2 953	2 933	14 641

TABLE 15: PROFICIENCY LEVELS OF STUDENTS BY REGION

	Urban & Suburban	Other Regions	Totals
Beginning	4 227	284	4 511
Intermediate	3 791	453	4 244
Advanced	2 750	203	2 953
Special Groups	2 613	320	2 933
Totals	13 381	1 260	14 641

FIGURE 3: PROFICIENCY LEVELS OF STUDENTS BY AGENCY TYPE, JANUARY 1991

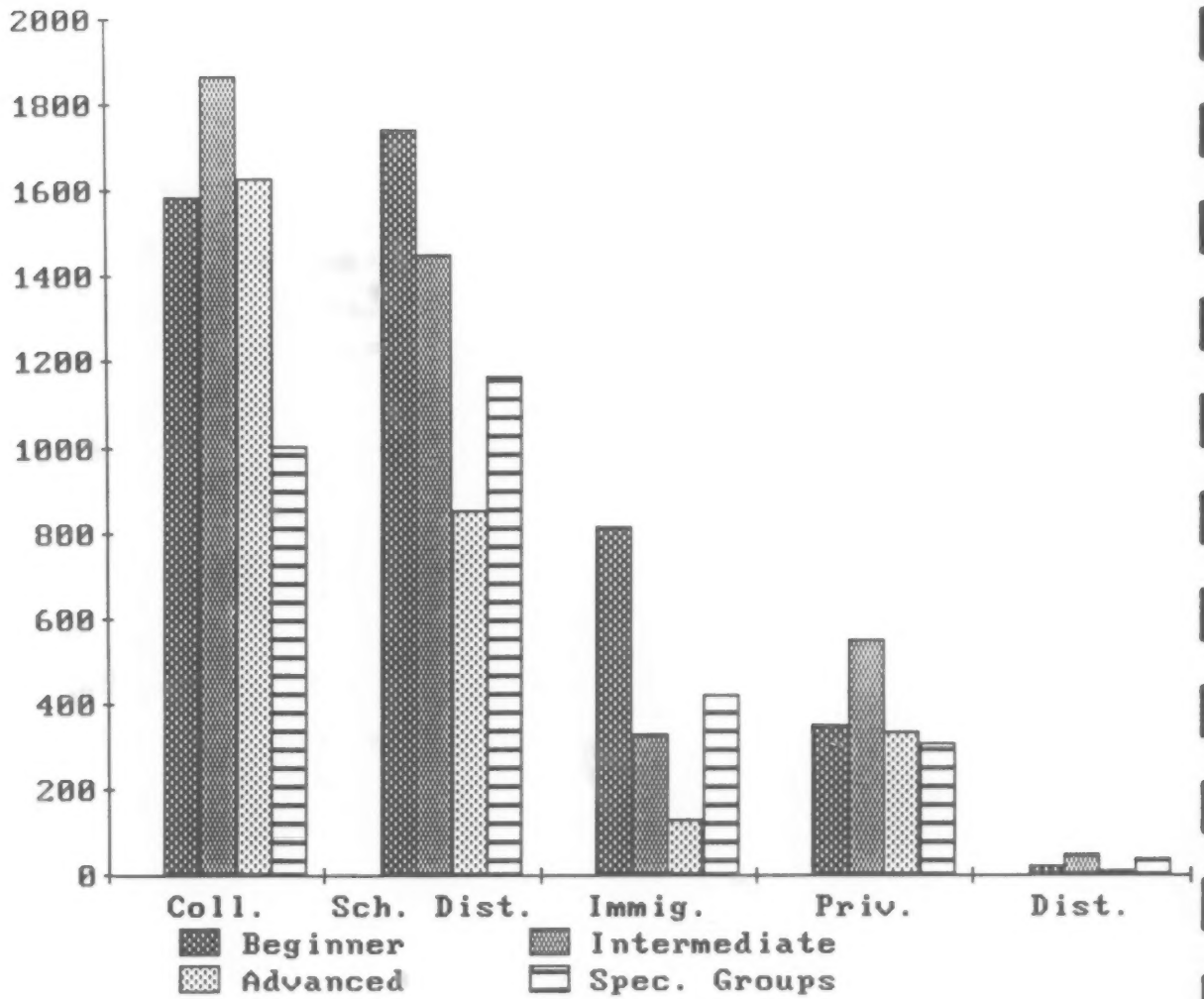


FIGURE 4: PROFICIENCY LEVELS OF STUDENTS BY REGION, JANUARY 1991

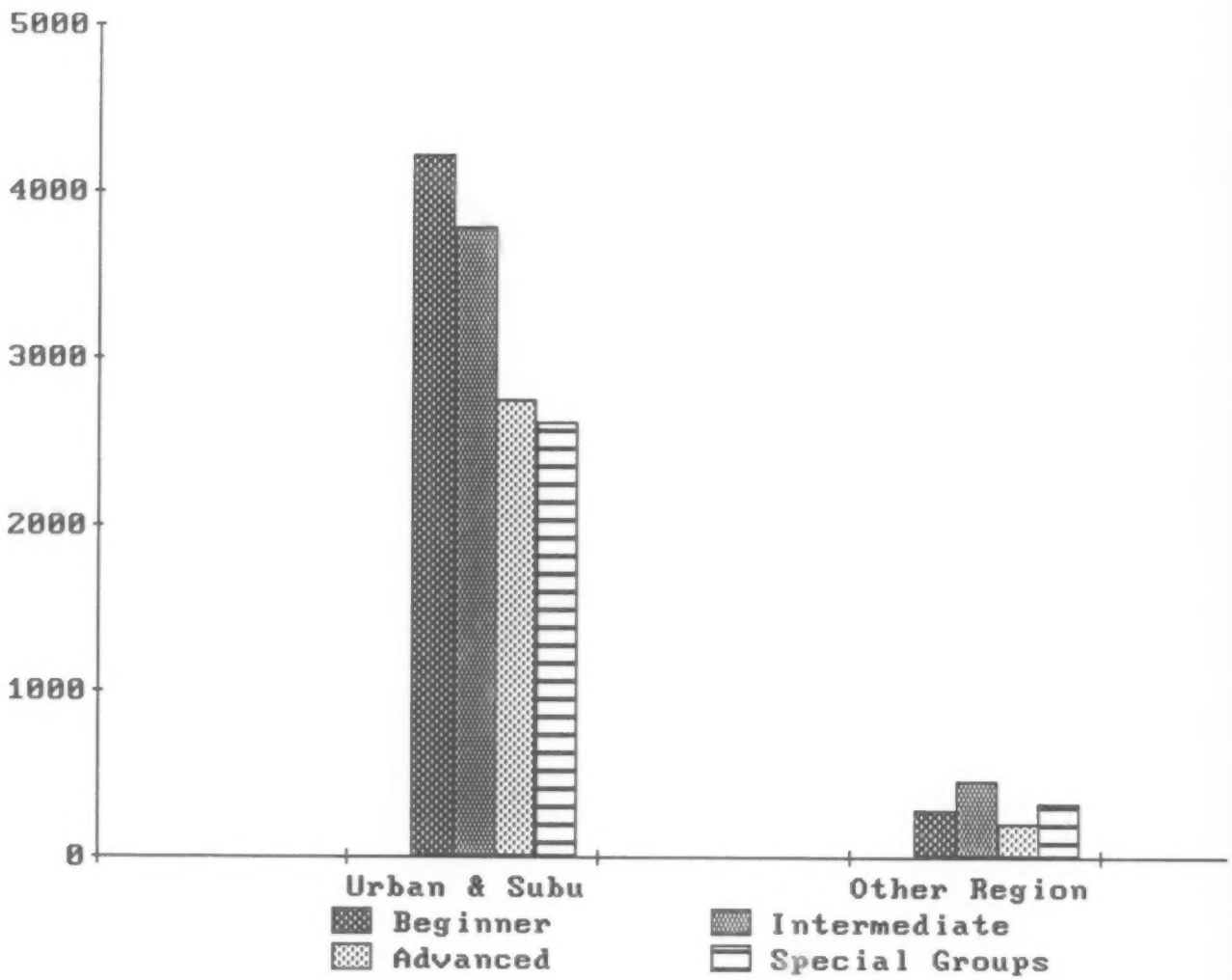


Table 16: Proficiency Levels of Students by Status

	Fee-Paying Canadian Residents	Federally-Sponsored Canadians	Visitors to Canada	Totals
Beginning	2,904	1,392	215	4,511
Intermediate	2,876	282	1,086	4,244
Advanced	2,051	96	806	2,953
Special Groups or Unclassified	2,026	562	345	2,933
Totals	9,857	2,332	2,452	14,641

courses; and 1,086 visitors to Canada. Among these intermediate-level English speakers, 1,866 were registered at community colleges or university extension programs, 1,452 were at school district continuing education programs, 328 were at immigrant serving agencies, 551 were at classes in private businesses, and 47 were studying at home or work by distance education. Of these people, 89% (3,791 adults) were in the greater Vancouver and Victoria areas, 11% (453 adults) were in other regions of the province, or studying through distance education.

A total of 2,953 adults were categorized as having advanced proficiency in English: 96 individuals under federal government sponsorship; 2,051 Canadian citizens, landed immigrants, and refugee claimants paying independently for their courses; and 806 visitors to Canada. Among these advanced speakers of English, 1,631 were registered at community colleges or university extension programs, 853 at school district continuing education programs, 128 at immigrant serving agencies, 332 at classes in private businesses, and 9 were studying through distance education. Regionally, 93% (2,750 adults) were located in the greater Vancouver and Victoria areas, 7% (203 adults) were in other parts of the province or studying through distance education.

An additional 2,933 other adult ESL students were registered in programs where their proficiency in English had not been documented: 2,264 in multi-level classes, 251 in ESL literacy classes or tutorials, 172 in drop-in centers, 160 in volunteer tutorials, 65 in pronunciation classes, and 21 in seniors classes (Note that 92 of the people in drop-in programs were not counted in previous tallies, making a total of 14,641 adults counted here, rather than the total of 14,549 formally registered in ESL programs). Of these adults whose English proficiency was not classified, 562 were studying under federal government sponsorship, 345 were visiting Canada from overseas, and 2,026 were Canadian citizens, landed immigrants, or refugee claimants paying independently for

their courses. These students whose English is unclassified were nearly all located in the greater Vancouver and Victoria areas.

Duration of ESL studies

Information was also sought about the period of time that adult students usually spent taking ESL classes in B.C. Most agencies reported that, on average, individual adults spent about 10 months in their English classes, although longer periods (12 to 15 months) were said to be typical for school district continuing education programs, and shorter periods (5 to 6 months) were said to be typical both for immigrant serving agencies and private businesses. A range of 4 to 24 months of ESL studies was cited by most agencies.

Agencies were asked whether they allowed adult students to repeat courses (e.g. if students' course grades or achievement were not adequate to merit promotion to the next course). All agencies reported that they usually do, except for three private businesses and those agencies not able to do so because of policies associated with government sponsorship of ESL studies. Similarly, agencies were asked whether they permitted students to remain in their programs as long as they were able to pay fees. Fifty-one of the agencies reported that was their usual policy, although a large number of agencies qualified their responses, saying they did not encourage this in practice. Of the 17 agencies not allowing students to take classes as long as they wished, the majority said they could not because of policies for government sponsorship of ESL studies for fixed durations.

Instructional Capacity

The capacity of the current delivery system for ESL instruction in B.C. was further documented through information on the employment and qualifications of ESL

instructors, program support services available, and procedures and policies for student assessment. More thorough information on program implementation would have required on-site evaluation studies, (e.g., observation of classes, interviews with staff and participating students, standardized assessment, consultations with relevant stakeholders, and analyses of available records and local documentation) rather than a survey interview methodology.

Employment of instructors

A total of 928 instructors were teaching ESL formally to adults in the 66 agencies surveyed: 370 full-time instructors, 558 part time instructors, and 37 regular volunteers (see Table 17). The greater Vancouver and Victoria areas employed 806 (or 87%) of these instructors, 484 working part-time and 322 working full-time. The other regions of the province employed 122 (13%) of these instructors, distributed between 74 working part-time and 48 working full-time.

The situation of 87% of the adult ESL teaching force in the greater Vancouver and Victoria areas compares to the concentration of 80% of the non-English-speaking immigrant population, 85% of the classes, and 91% of the participating students in these urban and suburban areas. The ratio of 1:2 for full time to part-time work appears roughly equal across urban, suburban and other regions of the province. However, the overall ratio of 806 ESL instructors to 13,228 ESL students would appear to be 1:17 in the Lower Mainland and greater Victoria areas, compared to an overall ratio of 1:11 for the 122 ESL instructors teaching 1,321 ESL students in other parts of the province. These data confirm the overall ratio of 1 ESL instructor per 16 ESL students province-wide reported above in descriptions of current registration trends. This figure includes ESL instructors who are performing coordination or other administrative functions as part of their employment duties.

TABLE 17: TEACHER EMPLOYMENT BY REGION, JANUARY 1991

	Urban & Suburban	Other Regions	Totals
Full-time	322	48	370
Part-time	484	74	558
Totals	806	122	928

TABLE 18: TEACHER EMPLOYMENT BY AGENCY TYPE, JANUARY 1991

Agency Type	Full-time	Part-time	Total
Colleges and Universities	226	218	444
School Districts.	6	191	197
Immigrant Serving Agencies	18	65	83
Volunteer Agencies	0	23	23
Private Businesses	118	56	174
Distance Education	2	5	7
Totals	370	558	928

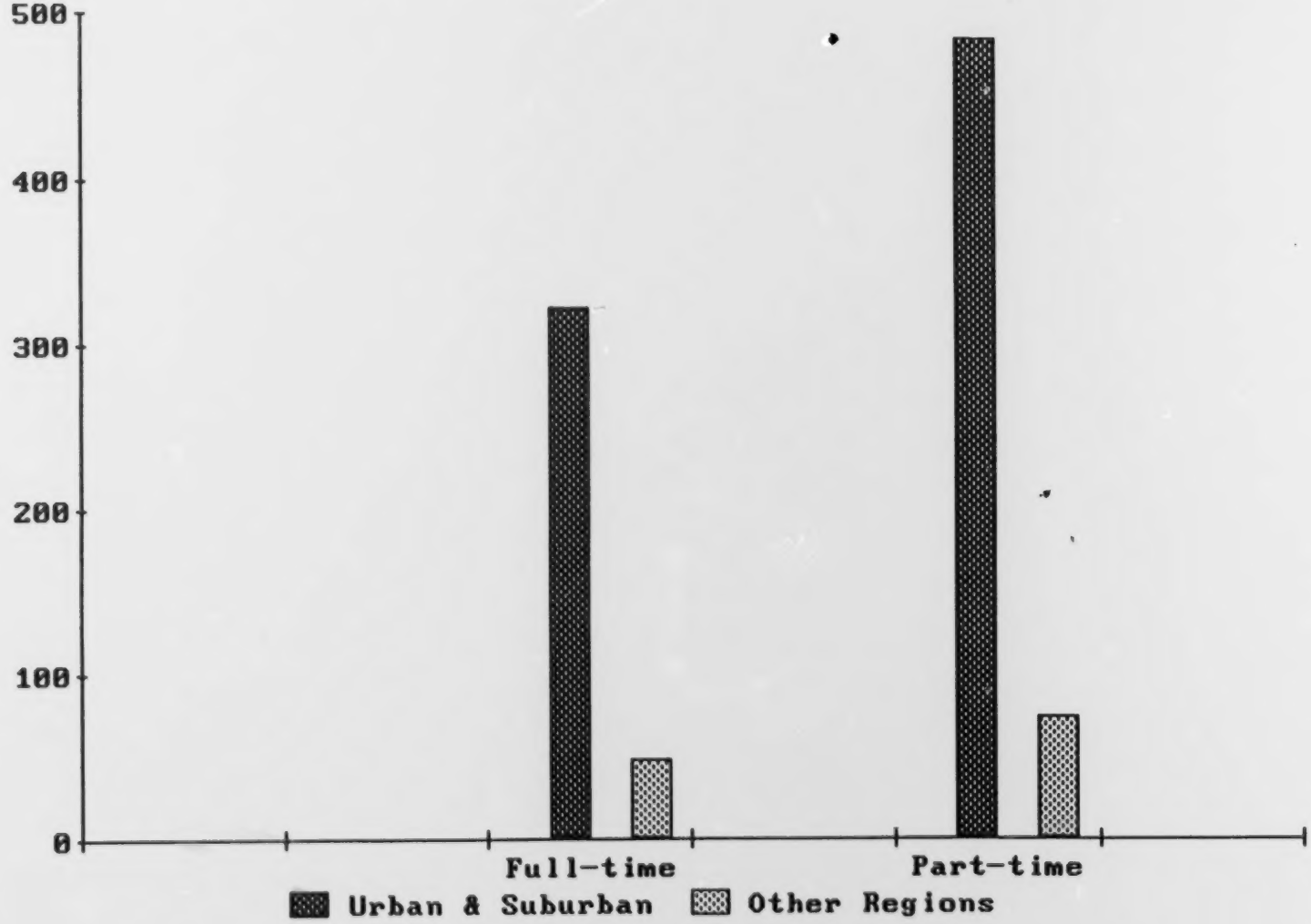


FIGURE 5: TEACHER EMPLOYMENT BY REGION

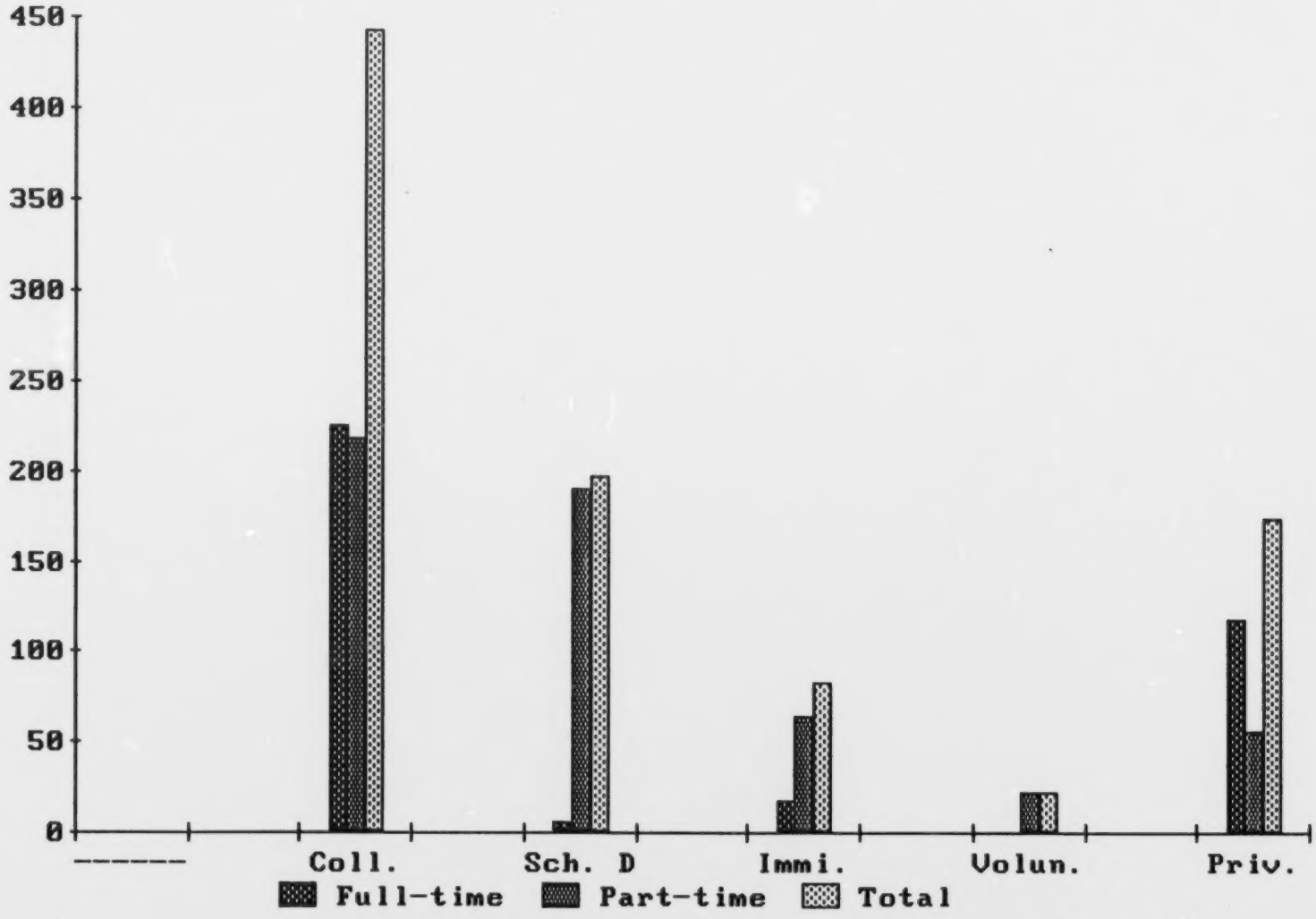


FIGURE 6: TEACHER EMPLOYMENT BY AGENCY TYPE

Almost half of these ESL instructors were employed at community colleges and university extension programs: 226 individuals full-time and 218 individuals part-time (see Table 18). Another 22% were employed by school district continuing education programs: 6 instructors full-time and 191 instructors part-time. Private businesses employed 19% of these ESL instructors: 118 full-time and 56 part-time. Immigrant serving agencies employed 9% of these ESL instructors: 18 full-time and 65 part-time. Distance education and workplace courses accounted for 2 full-time instructors and 5 part-time instructors. Volunteer instructors working in the three regular volunteer programs included 23 individuals working on a part-time basis.

Only 40% or 370 of the 928 ESL instructors were working on the basis of continuing contracts. The remaining 60% or 558 instructors were employed on short-term contracts. Among the instructors working on continuing contracts, 294 resided in the greater Vancouver or Victoria areas, only 28 resided in other parts of the province.

In addition to the regular teaching force, 242 volunteer tutors or assistants were reported to be associated with 4 college ESL programs, 9 school district continuing education ESL programs, 12 of the immigrant serving agencies (above and beyond the 3 regular volunteer programs), and 3 of the private businesses providing adult ESL instruction. Moreover, two agencies were running volunteer training programs, one with over 100 participants.

Instructors' qualifications

The 928 ESL instructors working in B.C. at the time of the survey included 760 people with ESL teaching certificates, diplomas, or bachelor's degrees in ESL education; 202 people with masters or doctoral degrees; and 45 individuals with B.C. teacher's certificates in other specializations. A total of 117 instructors were reported to have a

masters or doctoral degree in ESL, applied linguistics, adult education, or a related field. Table 19 shows a breakdown of these degrees by agency type, although numerous instructors hold more than one of these degrees so the numbers of degrees (1,611) exceeds the number of individual instructors (928).

Of the 928 adult ESL instructors accounted for, 10% (94 people) had less than one year of ESL teaching experience, 33% (313 people) had one to five years of ESL teaching experience, 27% (258 people) had five to ten years of ESL teaching experience, and 28% (263 people) had more than 10 years of ESL teaching experience (see Table 20). These proportions were spread relatively evenly across the types of agencies surveyed and across the regions of the province (see Table 21).

Program support services

Agencies were asked whether four kinds of program support services were available to adult ESL students in their programs: child care, public transportation, counselling and orientation in students' mother tongues, and translation and interpreting services. Child care was said to be available at 40 of the 66 agencies, but many respondents noted these services were only sometimes available and were often inadequate for the actual situation. In regards public transportation, 6 agencies noted that public transportation was not available for access to their programs, and several more noted it was not available during evening hours. Sixteen agencies reported they offer transportation subsidies for ESL students in need of such assistance.

Counselling and orientation services in students' mother tongues were said to be available at 30 agencies (45% of those surveyed), available only for certain languages only at an additional 10 agencies (15% of those surveyed), and not available at 26 agencies (39% of those surveyed). Interpreting and translation services were reported to

TABLE 19: TEACHER QUALIFICATIONS BY AGENCY TYPE

Agency Type	Bachelor	Diploma	Graduate Degree	Totals
Coll.	384	315	127	826
Sch. Dist.	144	134	6	284
Immig.	65	56	12	133
Volun.	22	11	2	35
Priv.	160	105	53	318
Dist.	7	6	2	15
Totals	782	627	202	1 611 degrees

TABLE 20: TEACHERS' ESL EXPERIENCE BY AGENCY TYPE

Agency Type	-1 Year	1-5 Years	5-10 Years	10+ Years	Totals
Coll.	27	121	138	158	444
Sch. Dist.	27	70	54	46	197
Immi.	15	42	13	13	83
Volun.	6	12	1	4	23
Priv.	19	64	52	39	174
Dist.	0	4	0	3	7
Totals	94	313	258	263	928

TABLE 21: TEACHERS' ESL EXPERIENCE BY REGION

	Urban & Suburban	Other Regions	Totals
-1 Year	76	18	94
1-5 Years	262	51	313
5-10 Years	237	21	258
10+ Years	231	32	263
Totals	806	122	928

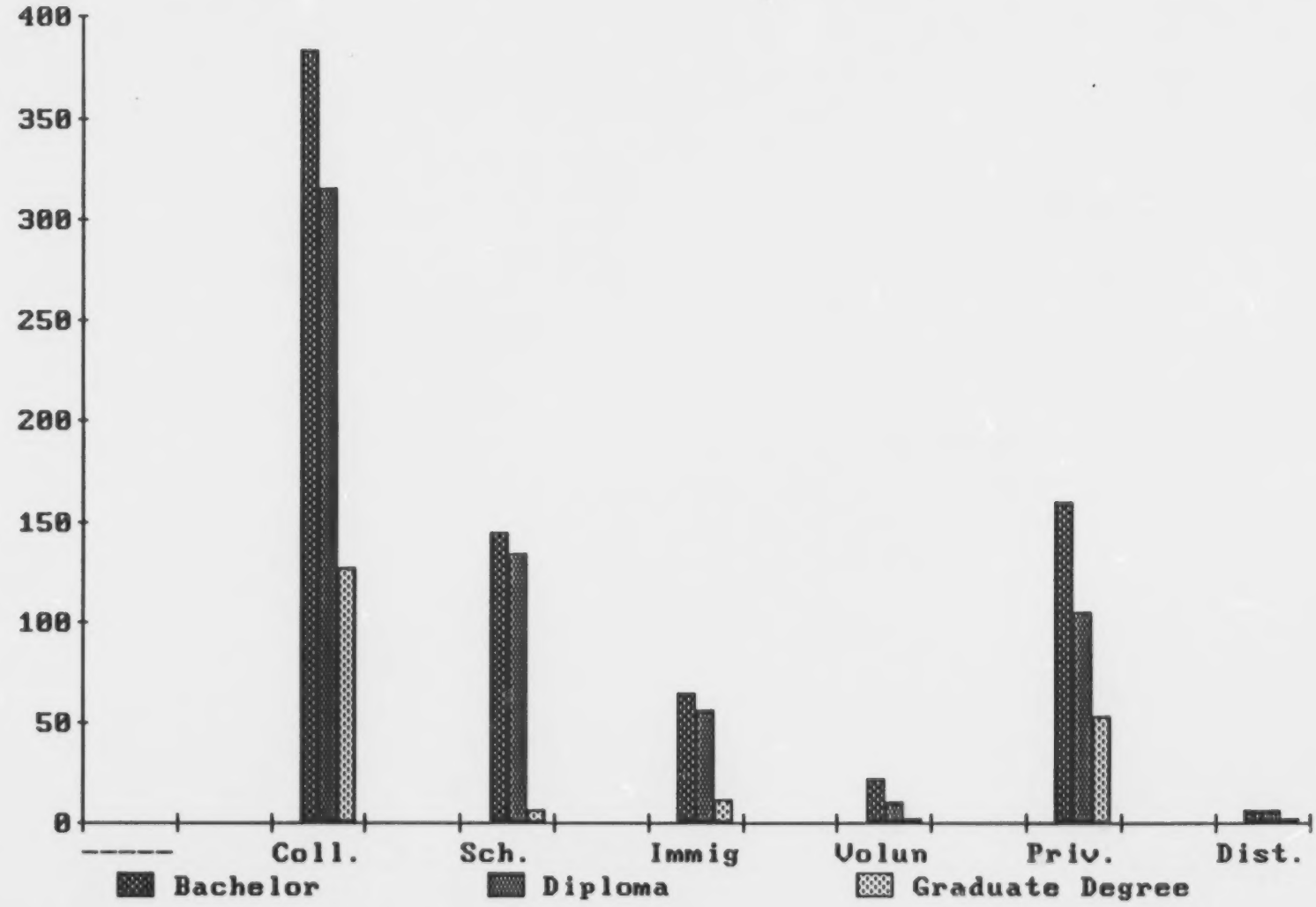


FIGURE 7: TEACHER QUALIFICATIONS BY AGENCY TYPE

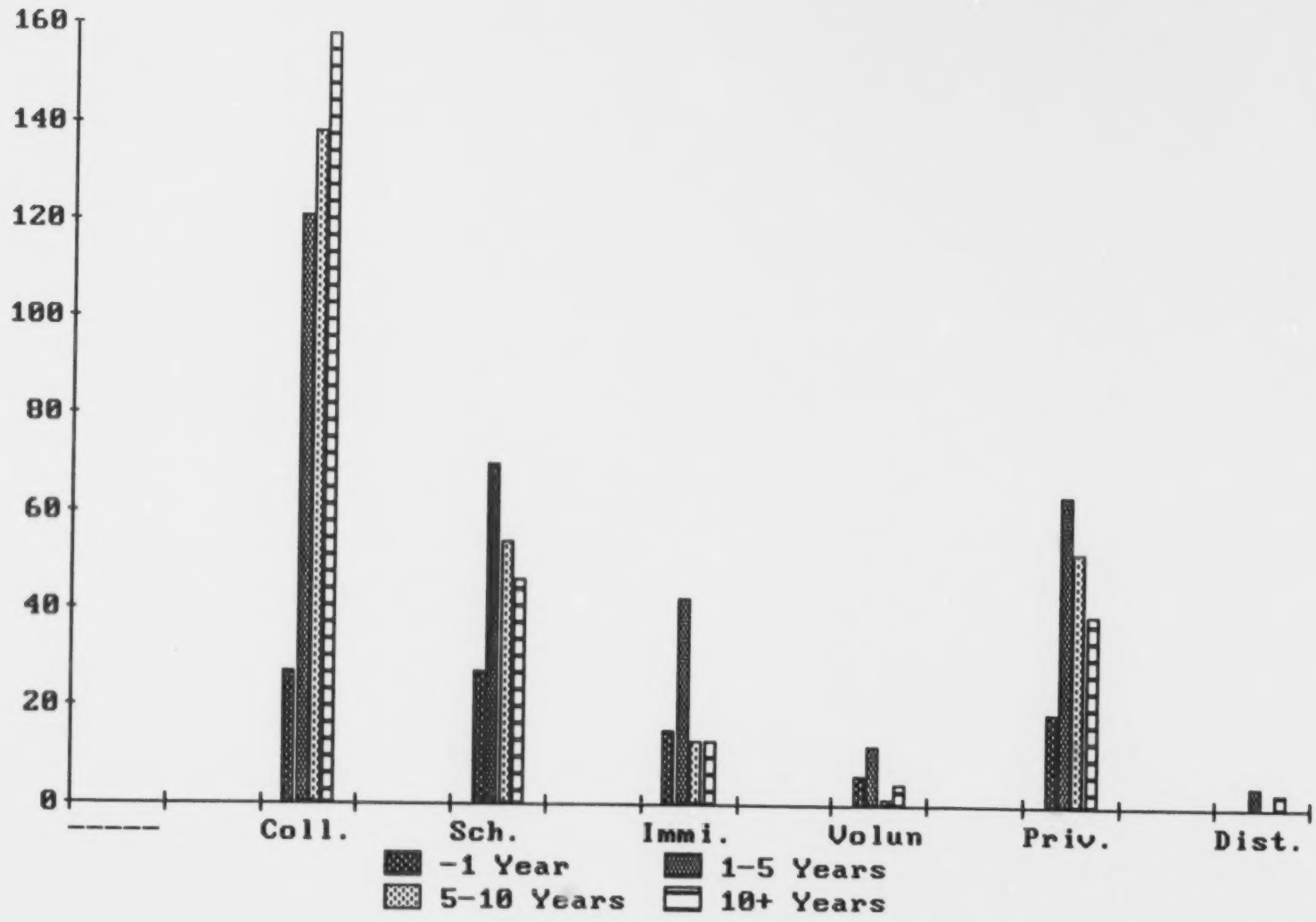


FIGURE 8: TEACHERS' ESL EXPERIENCE BY AGENCY TYPE

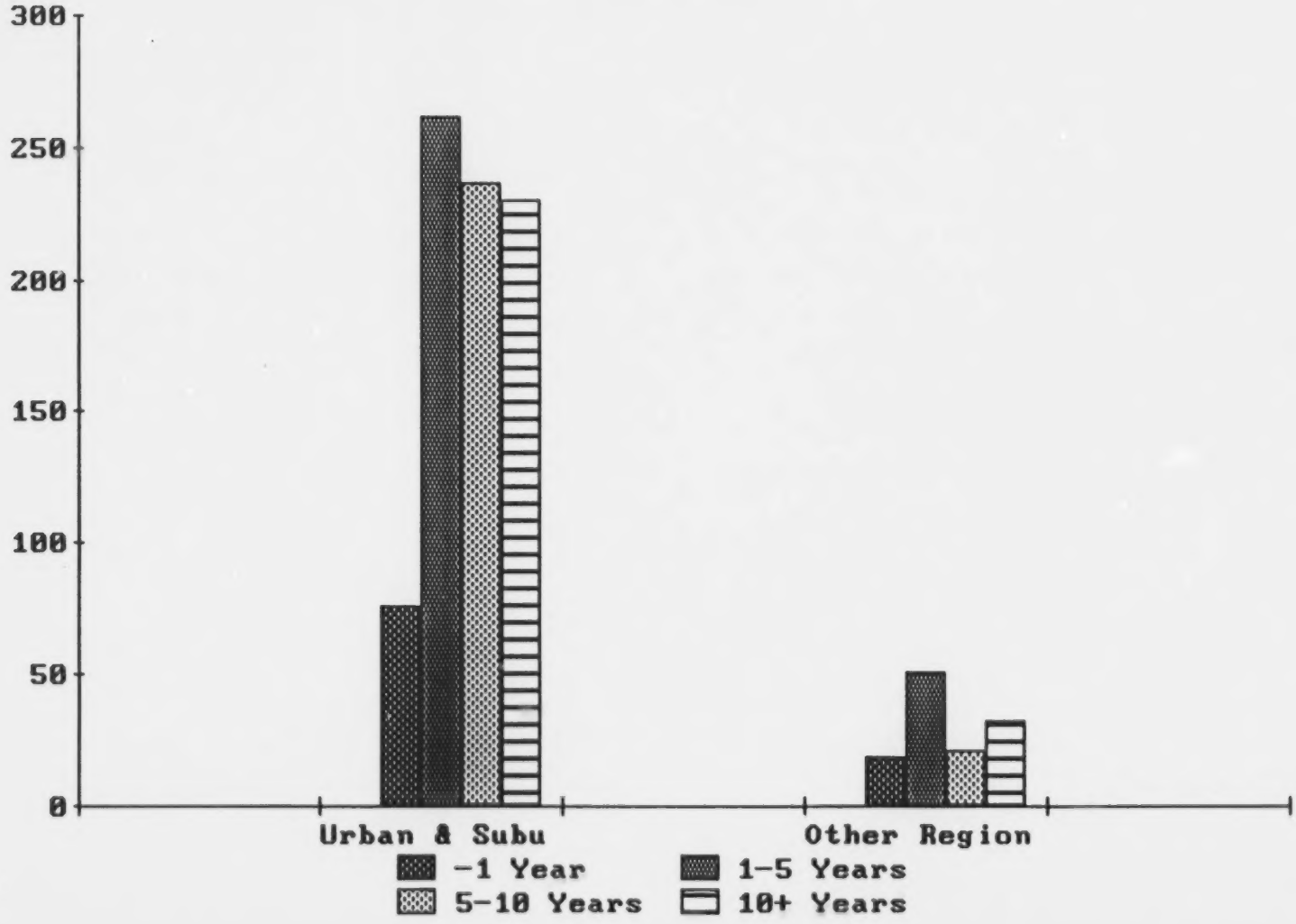


FIGURE 9: TEACHERS' ESL EXPERIENCE BY REGION

be available at 23 agencies, available only for certain languages at 13 more agencies, and not available at 33 agencies.

Other program support services cited as available at only certain agencies were multicultural, personal, career, and vocational counselling; parenting groups; women's groups; drop-in centers; pre-school ESL classes; homestay programs; advocacy services; tutoring services; job-search assistance; accreditation services; and organized social and cultural activities.

Student assessment

A great variety of procedures and instruments were cited in response to inquiries about policies for student assessment for the purposes of placement in programs or promotion between courses. For placement in ESL courses or programs, 27 agencies reported using 20 different formal (mostly published) tests. Among these, 6 were not ESL tests, but rather reading, skill diagnostic, or adult basic education tests (and thus interpretable only for native speakers of English and in the case of some instruments, for children only). No information was obtained on whether local norms had been developed to interpret scores from any of these tests appropriately. Eleven agencies reported using some of the same tests for promotion within their ESL programs. Thirteen agencies reported using external organizations to administer tests for their students (e.g., Vancouver Community College, Educational Testing Services in the U.S. for TOEFL).

Forty-two agencies reported using tests prepared by their own institution or instructors for placement of students in courses. Similarly, 26 agencies reported using tests prepared by instructors or the institution for students' promotion between courses. Interviews were reported to be used for student placement by 62 agencies and for student promotion by 26 agencies. Students' writing was assessed by 45 agencies for

placement in classes and by 27 agencies for promotion between classes or programs. Teacher evaluations were reported to be used for student promotion in 37 agencies. Overall, no clear standards or patterns of use appeared across these instruments or procedures for student assessment.

Perceptions of Unmet Need

Agencies' views of unmet needs for adult ESL instruction were obtained in regards to their perceptions of needs to improve existing programs, needs for relevant support services, characteristics of students not presently being accommodated in ESL classes, and perceived limitations on current capacities to provide ESL instruction.

Program needs

Respondents were asked which aspects of their programs would benefit most from improvement if additional funding were available to them. The interview cited three aspects of ESL programs (curriculum, equipment/materials/resources, and staffing) to be rated on a scale of 1 (no need), 2 (some need), 3 (great need), and 4 (essential). An open-ended item then asked for additional areas of perceived need for improvement of ESL programs at each agency.

Improvements in ESL curricula were considered essential by 12 agencies, greatly needed by 19 agencies, needed to some extent by 32 agencies, and not needed by 6 agencies. Additional equipment, materials, and resources were thought to be essential by 10 agencies, greatly needed by 29 agencies, needed to some extent by 25 agencies, and not needed by 5 agencies. Improved instructional and administrative staffing were considered essential by 20 agencies, greatly needed by 17 agencies, needed to some extent by 23 agencies, and not needed by 9 agencies. These responses did not appear to vary significantly by type of agency or region of the province. Overall, more than half

of the agencies surveyed perceived "essential" or "great" needs for improvement in their curriculum, equipment, materials, resources, instructional staffing, and administrative assistance.

Various other aspects of the ESL programs were cited by the majority of respondents as being in need of substantial improvement. Some needs related to facilities such as classroom space, day care, or office space. Some needs related to program implementation, such as the range and number of course offerings, class sizes, scheduling of classes, teaching loads, full-time appointments for instructors, inservice professional development for instructors, advertising for courses locally and internationally, student assessment procedures, program evaluation procedures, and administrative support. Other needs concerned liaison with other forms of adult education, government agencies, immigrant services, and local communities. Other needs related to teacher certification, advanced education, and standards. A final set of needs concerned student support (see below), such as child or day care services, counselling services, financial aid for students, learning or drop-in centers, and public transportation.

Program support services

Respondents to the survey were asked to indicate the kinds of support services which would be most useful for their students but which were not presently available. The responses were, in the order of frequency:

- improved and less expensive child and day care facilities
- financial aid or assistance for students
- improved counselling services (in students' mother tongues and for personal, medical, employment, settlement, career, family, or cross cultural purposes)

- employment guidance and assistance
- links with local community organizations
- services for specific populations (seniors, learning disabled, literacy, certain ethnic populations)
- study skills classes
- social and cultural activities and clubs
- drop-in or learning assistance centers
- pre-arrival briefings

All agencies cited several of these items, the first three being mentioned by the vast majority of respondents.

Prospective ESL students not presently accommodated

Agencies were asked about their policies for keeping records of prospective students who wished to register for ESL programs but were unable to because classes were full or unavailable at the time they had applied. Of the 66 agencies surveyed, 26 agencies indicated they kept "wait lists" of the names of such students, 24 agencies indicated they sometimes kept wait lists, 15 agencies indicated they did not keep wait lists, and the 3 volunteer programs and 1 distance education program indicated they thought they were able to accommodate all potential registrants.

For the 26 agencies which had wait lists at the time of the survey, the names of 4,469 adults wishing to register for ESL classes were documented. All but 87 of these names were of people wishing to enter ESL programs in the greater Vancouver and Victoria areas. Almost exactly the same number of potential ESL students had also been documented on wait lists in the autumn of 1990. However, as one respondent tellingly remarked, "students know when classes are full, so they stop coming", suggesting that

these figures greatly underestimate the number of adults who would attend ESL classes if more were available, particularly in the greater Vancouver and Victoria areas.

Among the 26 agencies keeping these wait lists, 21 reported that they conducted assessment and placement procedures for potential students who were on their wait lists. These records showed a total of 1,916 adults assessed but not yet admitted to classes: 696 people (or 36%) at a beginning proficiency in English, 788 people (or 41%) at an intermediate proficiency in English, and 432 people (or 23%) at an advanced proficiency in English. These proportions are similar to the proportions reported above for the range of English proficiency among adults now registered in ESL classes, suggesting that current unmet needs for ESL instruction in B.C. span across all proficiency levels in the language.

The survey also asked agencies to describe, in general terms, the population which had attempted to access their adult ESL programs but were unable to be accommodated. All adult ages were cited, but a large number of agencies observed that it was particularly the 20 to 40 age range which was not being served. The majority of agencies said the gender distribution among potential students was about equal, but a large number of agencies said women were particularly not being accommodated, and an almost equal number said men were not being accommodated appropriately. Language groups said not to be served adequately at present were, in order of frequency of mention: Cantonese, Mandarin, Vietnamese, Spanish, Japanese, Polish, Korean, Farsi, Punjabi, Cambodian, Laotian, French, various east European languages, Tagalog and other Filipino languages, Portuguese, Thai, Russian, Dutch, German, and Hindi. The purposes for which these populations wanted to improve their English were said, by the majority of agencies, to be to improve their employment prospects or communication at work, to further their academic or occupational credentials, to

participate more fully in Canadian society, and to communicate with family members.

Limitations on capacity of programs

Respondents were asked whether their programs were usually able to accommodate all of the students applying for ESL classes. Forty-seven agencies (or 71% of those surveyed) said they were not usually able to accommodate all students applying to their adult ESL programs, 18 agencies said they could (but most added they could double their program size if they wished to), and the 3 volunteer programs and 1 distance education program did not consider this question relevant to their operations.

The 47 agencies which indicated they could not usually accommodate all adult ESL students were asked to describe the constraints which caused them to turn potential students away. Inadequate funding was cited as a principal reason by 45 (92%) of these 47 agencies, lack of classroom and other facilities was cited by 36 (77%) of these 47 agencies, reluctance to increase class sizes beyond present levels was cited by 36 (77%) of these 47 agencies, and a lack of qualified teachers was cited by 18 (38%) of these 47 agencies.

When asked which kinds of ESL programing needs were not met for the students turned away from classes, a variety of specific needs were cited. The needs mentioned by the majority of agencies were: beginning level ESL; ESL literacy; programs for specific purposes (e.g. vocational, academic, professional), skills (e.g. pronunciation, writing) or specific populations (e.g. seniors, learning disabled); and part-time evening or afternoon courses. For smaller programs, several respondents noted they required a larger student population to create enough classes to offer an appropriate range of specialized or appropriate courses. Other needs mentioned were: intermediate level ESL, advanced level ESL, full-time or half-time programs, business and computer-related courses, spring and summer courses, and gender equity. Agencies with EIC-sponsored

programs mentioned that they considered these programs to be too brief to provide learners with sufficient English. Greater administrative support was also cited as a perceived need in response to this question.

Ten Case Studies

Summary Points

* Case studies of ten communities in B.C. were conducted interviewing adult immigrants with limited English, providers of ESL and immigrant services, and people working in retail sales, health care, public education, and employment in 4 urban, 3 suburban, and 3 town settings representing areas of low, medium, and high immigration in the province, different levels of socio-economic status, major industries, and major ethnic groups. Case study profiles of each community were developed focusing on communication problems, use of existing ESL and settlement services, and perceived needs for types of local programing.

* Six kinds of frequent communication problems were identified in consumer activities, health care, public education, and work or employment situations: not understanding or being able to describe specific terms, instructions, procedures or policies; not understanding or being able to participate in informal chit-chat or peer-level conversation; avoidance of important situations because of language and communication problems; having to use unskilled interpreters and translators to communicate or to assist in performing tasks; not knowing or accommodating cultural norms resulting in inequity or discrimination; inadequate systems for acknowledging certification or assessment of previous credentials, education, or knowledge.

* These six communication problems were reported to occur "sometimes" to "a lot" in consumer activities, public education, and work situations and "a lot" to "always" in health care in 8 of the 10 communities, those which had over 7% of their population reporting mother tongues other than English in the 1986 census. To the extent that the case studies are representative of B.C.'s overall population, similar problems can be presumed to exist in other B.C. communities with similar levels of settlement by non-

native speakers of English.

* Current ESL and immigrant services were said to be assisting adult immigrants to B.C. with limited English by: improving people's functional English for communication, helping to find work, or improving work relations; providing a transition into the mainstream society, reducing isolation, and facilitating self-confidence, social participation and a sense of belonging to Canadian society; fostering improvement in specific language skills (e.g. reading, pronunciation); or providing translation or interpretation to facilitate communication in a specific circumstance or understanding of Canadian society.

* Six reasons were commonly given for recent immigrants not using existing ESL programs or settlement services in B.C.: programs not available locally or having waiting lists to enter them; expense of programs; family responsibilities (e.g. child care, maternity); lack of awareness of programs; lack of transportation; or program content or scheduling was perceived to be unsuitable.

* Seven suggestions were frequently made to improve ESL or settlement programs in B.C.: provide more ESL instruction for specific purposes or groups; increase the number, scheduling, and range of course offerings and information available about them; provide alternative forms of delivery; expand and make more equitable government assistance to subsidize courses and provide more consultation on program needs; develop more reliable and accessible interpretation, translation and counselling services; orient the majority population to understand immigrant communities and cultural differences better; provide more ESL teacher training, better employment conditions for teachers, instructional materials and resources, and policies for coordination and evaluation of programs.

Purpose and Approach

The foregoing demographic data and program surveys provide information on, respectively, the characteristics of non-English speaking adults immigrating to B.C. and the adult education system now providing them ESL instruction. However, neither source of information tells much of the needs for ESL instruction as they are experienced in the daily lives of people in B.C., how these needs appear in particular domains of social activity, nor how these needs vary situationally. To address these latter issues, the present research conducted intensive case studies of ten communities in the province representing distinctions in geographic areas, levels of immigration by non-native speakers of English, socio-economic status, major ethnic communities, and major industries. The purpose of these case studies was to describe, in reference to local areas representing dimensions of B.C.'s overall society, the "unmet need" for adult ESL instruction as reported by adult immigrants, providers of ESL and related immigrant services, and people working in specific domains of social activity who interact regularly with non-English-speaking Canadians in the province.

Three populations were interviewed in each community using a common interview schedule: (1) providers of ESL services, e.g. teachers, administrators, and immigrant service workers; (2) adult immigrants currently, previously, and potentially in ESL programs; (3) providers of public services in the domains of retail sales, health care, public education, and employment. Results of the interviews were compiled first to form a profile of each community, its main communication problems related to its non-English-speaking adult population, and its unique needs for ESL instruction and immigrant services. Then the results were synthesized to form a composite of common communication problems and perceived needs for ESL instruction across all of the communities.

Selection of communities

The communities were selected on the basis of data (and criteria derived) from the 1986 Census of Canada, supplemented by local planning area information. Three geographic units

were used: urban, suburban, and towns in other areas of the province. Urban communities were defined as local planning areas within the greater Vancouver and greater Victoria census metropolitan areas. Suburban communities were also defined as planning areas designated by local municipalities within districts adjacent to the Vancouver and Victoria metropolitan areas. Other communities in other areas of the province were selected as towns representing the industries of forestry, agriculture, and tourism (the fishing industry being accounted for in one of the suburban areas). The greater Vancouver and Victoria areas were intentionally overrepresented to account for the high concentration of non-English-speaking immigrants in these areas (see previous demographic analyses).

Within these geographic units, census data on resident populations were assessed to establish three levels of immigration by non-native speakers of English: low, medium, and high. (No data are available on the exact locations of non English-speaking adults after they land in B.C., so census figures on mother-tongue were used.) Low levels of immigration by non-native speakers of English were defined as communities with less than 10% of their population reporting a mother tongue other than English in the 1986 census. Medium levels of immigration by non-native speakers of English were defined as communities with between 10% and 20% of their population reporting a mother tongue other than English in the 1986 census. High levels of immigration by non-native speakers of English were defined as communities with over 20% of their population reporting a mother tongue other than English in the 1986 census.

Additional consideration was given to the socio-economic status of the communities as indicated by their average levels of family income. Given the provincial average of about $37,000 annual family income, we defined low family income as less than $32,000 per year, average as between $32,000 and $40,000 per year, and high as over $40,000 in 1986. After the initial selection of potential communities was made on the basis of geographic units and levels of immigration, the final selection of sites for the research attempted to counter-balance levels

of family income across the 3 (geographic units) by 3 (immigration levels) sampling frame, i.e. to ensure no one dimension solely represented high or low socio-economic status areas.

Final selection of the communities also took into account two further criteria, major industries in the province and major ethnic groups. Four of the communities (one suburban area and three towns) were selected to represent the industries of fishing, forestry, agriculture, and tourism respectively, each within a different region of the province. Five of the sites were further chosen to account for settlement of the largest ethnic groups immigrating to B.C. with high proportions of non English speaking adults. Our final decisions on communities for the case studies isolated five areas with particularly high populations of Chinese-Canadians (2 communities), Indo-Canadians (2 communities), and Hispanophone Canadians (1 community), these being the three ethno-linguistic groups with the greatest quantity of non-English-speakers recently immigrating to B.C. (see previous demographic analyses). Of the ten communities studied, two urban areas with high immigration were selected, whereas a single community was chosen to represent each of the other dimensions of the sampling design.

In sum, the selection of sites for the research was made on the basis of criteria relevant to overall geographic settlement, settlement patterns by non-native speakers of English, socio-economic variation, major industries, and major ethnic populations in B.C. (see Table 22 and Figure 10). This approach was considered preferable over purely random sampling of areas in the province as it permitted the research to isolate then to contrast factors related directly to the situation of ESL in the province. As a consequence, the following case study data can be said to have accounted for relevant dimensions of the overall composition of B.C.'s society. But biases may be implicit in the criterion-based sampling approach; urban and suburban areas with visible non-English-speaking communities are over-represented (as per the concentration of this population in or near metropolitan areas), and the resulting data cannot be said to be truly representative of the overall province since a random sampling method was not used.

The ten communities selected for case studies are identified here by pseudonyms to preserve confidentiality of the people who were interviewed for the research, as well as of the agencies for which they work. The size of the population in each community varies between 6,000 to 26,000 people, but each geographic unit appears to represent a single, locally-defined community as indicated by local maps and planning areas. Seven of the communities are in the greater Vancouver and Victoria areas; one town is on Vancouver Island, one town is in the northern interior of B.C., and one town is in the southern interior of B.C.

Interview methods

A common interview schedule was developed with specialized versions for each of the three populations: adult immigrants with limited English; providers of ESL and immigrant services; providers of retail sales, health care, public education, and employment. Initial drafts of the interview schedule were devised in reference to earlier reports on

	low immigration	**medium immigration**	**high immigration**
urban areas	Dogwood Cove	Valleyview	Sutter Heights Glenwood
suburban areas	Woodvale	Hillsville	Cedar Landing
other areas	Coleton	Hammond	Groveshire

Figure 10: Sampling Design: Pseudonyms of Ten Communities in B.C.

Table 22: Characteristics of Ten Communities

Community	Population % Non-English Mother Tongue	Major Ethnic Groups	Family Income
Areas of Low Immigration by Non-Native Speakers of English			
Dogwood Cove (urban)	17,600 6% non-English Mother Tongue	German Chinese	$52,000 (high)
Woodvale (suburban)	17,000 9% non-English Mother Tongue	German Dutch	$33,000 (medium)
Coleton (rural town)	6,000 7% non-English Mother Tongue	German Dutch	$27,000 (low)
Areas of Medium Immigration by Non-Native Speakers of English			
Valleyview (urban)	7,000 13% non-English Mother Tongue	Chinese German	$26,000 (low)
Hillsville (suburban)	7,000 11% non-English Mother Tongue	German Dutch	$29,000 (low)
Hammond (rural town)	8,000 17% non-English Mother Tongue	Punjabi Italian	$31,000 (low-medium)
Areas of High Immigration by Non-Native Speakers of English			
Glenwood (urban)	17,000 71% non-English Mother Tongue	Punjabi Chinese	$32,000 (medium)
Sutter Heights (urban)	26,000 37% non-English Mother Tongue	Chinese Italian	$25,000 (low)
Cedar Landing (suburban)	17,000 20% non-English Mother Tongue	Chinese German	$48,000 (high)
Groveshire (rural town)	6,000 20% non-English Mother Tongue	German Portuguese	$29,000 (low)

communication and other social needs for adult ESL education in B.C. (i.e., Directions ESL, 1981; Selman, 1979). The interview schedule was then refined extensively after two rounds of pilot-testing in early January with 8 to 12 individuals from each of the three sample populations. Consideration was given to surveying additional domains of social activity or service, such as public transportation, communications (mail and telephone services), and legal services. However, pilot-testing indicated these latter domains were more difficult to obtain reliable information on, given the limited time and resources available.

The final version of the instrument contains common sections for each sample population, but unique items relate to the specific perspectives of each of the three sample populations. (See Appendix D for samples of the instrument for each population.) Background data on each respondent was elicited only to assist interviewers in balancing the sample of respondents in each community, e.g., between genders, ages, periods of residence in B.C. and Canada, and speakers of English and other languages--to the extent that this was possible with the limited sample sizes.

The core of the interview asked respondents to rate the frequency of communication problems they experienced using English in their community and to describe common examples of these problems in reference to shopping, health services, family education, and work in their community. Adult immigrants were asked to answer questions about their personal experiences, commenting also on whether they used English or their mother tongues in each of these domains, their employment prior to coming to Canada, and their experiences using English to find work, as well as at work. Providers of retail sales, health services, family education, and employment for immigrants were only asked to rate the frequency of communication problems they experienced with non or limited English-speakers in their own areas of work (i.e., not the other domains of social activity) and to provide common examples of these problems in their local community. Providers of ESL and immigrant settlement services

were asked to comment on their knowledge of their students' or clients' experiences in relation to each domain of social activity in their local community.

The final section of the interview asked all respondents to state how frequently several kinds of ESL and immigrant services were used in their communities, to describe an example of one of these services helping them or someone else in their community, to assess why such services might not be used more frequently, and to suggest the kinds of English language or settlement programs which would be most useful for themselves or limited-English speakers in their community. The 10 researchers who conducted the interviews participated in piloting the interview schedule as well as training and discussion sessions to refine its use. The interview schedule and procedures were screened and approved by the university's ethical review committee prior to the beginning of the data collection.

Initial identification of respondents was made by random sampling from relevant professional directories (membership lists of three professional associations, B.C. TEAL, AMSSA, and the ABE Association of B.C.) and telephone book yellow pages. Subsequent identification was carried out by further random sampling (e.g. from course or registration lists) or by a "snowball" approach, i.e., referral by earlier respondents informed about the local community, particularly providers of ESL and immigrant services. Interviewers, working in pairs for each community, aimed to interview up to 15 respondents in each population in each community, balancing the composition of respondents to reflect the demographic profile of the particular community. The target sample size for the whole study was therefore 450 respondents in 10 locations in B.C.

Initial contacts to recruit potential respondents were made by mailing or delivering copies of a form letter describing the project and requesting volunteer participation. If participants chose to be interviewed, they were to phone a contact number at UBC then complete a form acknowledging their informed consent. Follow-up telephone contacts were made after the letters were presumed to have been received by potential respondents (usually one week).

Interviews continued over a period of four weeks in late January and February 1991 until the target sample size was achieved or a saturation level was reached (e.g., all providers of ESL services in smaller communities interviewed). Interviews lasted 20 to 30 minutes and were conducted in person or by phone with individuals and (in a few instances only) small groups. For limited-speakers of English, the interviews were conducted in their mother tongue, wherever possible, using members of the research team fluent in Cantonese, French, German, Hindi, Indonesian, Japanese, Mandarin, Punjabi, or Spanish.

Analyses

Results for each community were first reviewed by the individual researcher who had collected data firsthand in that community, who then summarized the data impressionistically in the form of a descriptive profile of that community, following a common format. Drafts of the case studies were then edited for ease of reading and to standardize writing styles. Each profile begins with a summary of demographic data from the 1986 census, a brief historical sketch of the community, and a description of the community from the viewpoint of its central business district. Results of the interviews in each community are then summarized to account for prevalent communication problems related to non or limited-speakers of English in the domains of shopping or retail sales, health care, family education, and work or employment. A final section of each case study summarizes perceived needs for ESL or immigrant settlement services as suggested by the majority of respondents in the local area.

A coding scheme was next developed by the full research team reviewing the data aiming to account, within a common framework, for examples of communication problems, ESL or immigrant services helping individuals, reasons for lack of use of existing ESL or immigrant services, and perceived needs for ESL or immigrant services. A limited set of three to seven categories were sought for each, aiming to account faithfully and comprehensively for the data gathered but reducing it to a limited set of categories. The categories are presented below in

reporting results of this analysis. The coding scheme was refined after two trials with anomalous examples, and reliability was established among members of the research team.

Findings

An achieved total sample of 382 respondents (85% of the target sample) participated in the interviews with sample sizes in each site ranging from 32 to 47 respondents. In certain communities, a full sample size of 15 respondents per target population proved impossible to obtain, e.g. adult ESL instructors in Hammond, Coleton, or Groveshire which had only 1 or 2 adult ESL classes in operation, or non-English speakers in Dogwood Cove, whose limited-English-speaking population is apparently limited to domestic workers residing in adjacent urban areas or not identifiable publicly. A very small proportion (2%) of potential respondents contacted did not volunteer to participate, all in medical professions, small businesses, and college adult basic education programs. Case study profiles of nine communities are presented below, followed by summary syntheses of the data for the various populations interviewed province-wide. The tenth case study, of Glenwood, appears as Appendix E.

Sutter Heights: An Urban Area with High Immigration and Low Family Income

Sutter Heights is a working class community with over one third of its population being of immigrant origin, mostly from Asia, southern and eastern Europe and Latin America. As a result of relatively low housing costs the neighborhood population is formed mainly by seniors, single parents and many people on social assistance. The area includes residential, commercial and industrial zones. Its average family income is less than two thirds of the city as a whole, and its formal education levels are also below city average.

At the turn of the century Sutter Heights was covered by forest. Hunting and logging were the major activities. Around 1920 many immigrant groups started to move into the area, and in the following decades many buildings in the area were rebuilt to accommodate large family groups. The period prior to World War I marked a time of rapid growth and the consolidation of local industrial and commercial sectors. After the war, the expansion of other sectors of the city led to a decline in local development, and Sutter Heights has since remained relatively isolated from the rest of the city, a factor that has probably contributed to maintaining its special characteristics.

On a typical day Sutter Heights' commercial district is lively and visited by people from all over the city and from the neighborhood itself. There are many different stores: restaurants offering ethnic foods, specialty food stores, bookstores, medical offices, and several community and immigrant services. The streets are peopled by young couples with their babies, many single persons poorly dressed, and numerous blue collar workers. The sidewalks are crowded with a mixed population of different ages, ethnic origins, and economic backgrounds.

Shopping and consumer activities

People in Sutter Heights say that shopping for basic necessities is not a major problem

Job searches and job interviews are another major area of communication problems. Moreover immigrants seem unaware of the many features and unwritten rules under which interviews are conducted, suspecting these are the reasons they are either not hired or get only low paid, unskilled jobs. One person said that he was unaware that in Canada you must portray yourself as the "best" person for a job, since promoting oneself was regarded as a negative human characteristic in his culture.

Perceived needs for adult ESL and immigrant services

In the area of ESL education most interviewees said they did not have major communication problems finding out about introductory courses since government agencies informed them of these. However, a significant number of immigrants living in Sutter Heights stated that there was a lack of information regarding courses or opportunities they could access after CEIC-sponsored courses were completed.

Adult immigrants, providers of ESL and immigrant services, and people working in health, education, sales, and employment in Sutter Heights agree that adults learning English need: (1) to be placed in English courses not only on the basis of their language skills, but also according to their formal level of schooling; (2) more advanced and specialized ESL courses allowing people with technical and professional training to re-train and re-enter the labor force in a shorter period of time; (3) ESL courses longer than five months; (4) special courses for nonliterate people, especially refugees; (5) courses in Citizenship and "social English" so that new immigrants can learn about the Canadian cultural code and Canadian institutions, particularly the school system, the labor market and the institutions of government; (6) more part-time ESL courses that will allow working parents with children to attend; (7) government sponsored ESL courses for the work place for men, similar to the ones currently offered for women; and (8) more counselling services.

Cedar Landing: A Suburban Area with High Immigration and High Family Income

Cedar Landing is a rapidly growing waterfront community, its population having increased threefold in the last two decades. People have been attracted to Cedar Landing as a place to live for its proximity to water, its non-urban feeling of spaciousness, and its affordable housing. The community has become ethnically rich and diverse in recent years: one in four local residents comes from a language background other than English. The largest visible group are Chinese speaking.

Cedar Landing has long been associated with the fishing industry. During the 1880's, canneries sprang up in this town to process the catches of B.C.'s fishing fleets. By the turn of the century numerous fish canneries were in operation, a number of hotels, an opera house, a theatre, and many stores. By 1920 the boom had subsided but the businesses remained along with a strong sense of community and continued commercial and community services. Cedar Landing's main street is now cluttered with shops of all kinds: grocery, hardware, bakery, antique and souvenir stores, and not surprisingly, many sea food restaurants.

Shopping and consumer activities

Lacking every day vocabulary or names of common articles is an ordeal for many residents of Cedar Landing with limited English. They feel helpless when they want to tell a shopkeeper that an item is "out of stock", or "It's the wrong size! Can't I get a 'L' size?"; or when they need to get a "customs slip" in the post office. Often, they have to use hand gestures or draw simple sketches to communicate. It may take them a long time to get their messages across, but they get by. "I would be very frustrated if I were them!", one hardware shop owner comments.

Health care

Many Chinese speakers in Cedar Landing use Chinese speaking family doctors. However, problems arise when they see specialists or are in emergency situations with no

interpreter available. A common problem is not knowing how to describe symptoms of illness, such as distinguishing "phlegm" from "saliva". Health care workers say they often experience problems getting local immigrants to follow simple instructions such as, "hold your breath". However, many health specialists in Cedar Landing say cultural differences are creating more problems than the language barriers. Having male doctors attend to Muslim or Indo-Canadian women reportedly causes some women to be so embarrassed that they provide inaccurate information, inevitably resulting in inaccurate diagnoses. The whole conception of after surgery medical care can be devastating. One person spoke of a patient and his family taking the advice, "don't stay in bed after the surgery; move around as often as possible" seriously, not as a joke.

Ignorance about Canadian medical services is also confusing. Many Cedar Landing parents are unfamiliar with Canadian health care; some do not respond to notes sent home with their children, inadvertently depriving them of the medical care they should have.

Education

A large number of immigrant parents say they always find it difficult to communicate with the staff members of their children's schools. They are scared of calling up the school when their children are late coming home. They say they seldom understand messages when teachers call to inform them that their children have had an accident or are sent to the hospital. Moreover they are afraid of attending any of the parents' meetings at local schools because in their countries of origin, only when children misbehave or have poor academic performance are parents required to meet with teachers. Overall, many immigrant parents in Cedar Landing are confused about the concept of education in Canada. They want their children to work harder - that means more class work and home work. That their children have too much spare time worries them; but they don't know how to talk to the teachers about their discontentment.

Employment

Cedar Landing's business or shop owners who are second language speakers of English say they have considerable difficulty communicating with government departments about matters such as taxation, licensing, or handling customer or official complaints. Their employees find it difficult to talk to their supervisors in situations such as asking for a day off. Many workers in Cedar Landing say they have problems socializing with their colleagues because they don't know "social English". They miss the punchlines of the jokes their colleagues crack; they are not familiar with the TV serials they are talking about. Since they don't have any common topics to share with their co-workers, many immigrants to Cedar Landing say they prefer to remain alone at work or stay with colleagues who speak the same mother tongue. Another distinct problem is that very often immigrant workers do not have information about their rights and benefits such as holiday pay or medical benefits.

Several people believe that it is not the English language but racial discrimination which bars ESL speakers from moving upward in the job market in Cedar Landing. For example, a Punjabi woman said she was turned town for a job as a hotel maid because of her accent. Another woman working as a cashier in a grocery store got fired because she held up her customers asking one person to repeat a request she had not understood. Immigrant professionals are not much better off in Cedar Landing. A common problem is their superiors complaining about their writing skills. Some professionals say they have even been threatened to be fired if they don't improve their English. An ESL instructor comments, "they are all very intelligent; but they just can't move up in the job market because of discrimination - language proficiency is only used as an excuse."

Perceived needs for adult ESL and settlement services

Consensus of opinion in Cedar Landing is that the needs of local adult immigrants are very diversified but might better be addressed through improved: (1) ESL programs, particularly more advanced conversational classes for situational English, English at work, or ESL hobby

classes such as arts and handicrafts, computer skills, typing, and driving, on an intensive, long-term basis in smaller classes; (2) settlement orientation programs introducing Canadian culture and customs, particularly educational systems, medical services, and various government services, with improved access and availability; (3) retraining or job related programs for professional immigrants who want to be more confident with their written and spoken English as well as have their academic qualifications and work experience recognized; (4) reliable and accessible interpretation and translation services provided by professionals, not untrained volunteers; (5) special staff development programs for workers from the majority society who deal with immigrants but need to develop a better understanding of different cultures and customs; and (6) ESL teacher training programs to produce more qualified ESL teachers.

Groveshire: A Town with High Immigration and Low Family Income

Groveshire is a town in the southern interior of British Columbia with a population of about 6,000. There is a noticeable ethnic mix in the community, with significant groups of German, Hungarian, Portuguese, Indo-Canadian, Dutch, Italian and French Canadian residents forming 18% of the total population with mother tongues other than English. Many of the residents with German or Hungarian backgrounds appear to be bilingual and are less visible. In contrast, the Indo-Canadians and especially the Portuguese, many who have been in Canada as long as thirty years, are clearly visible as non-English speakers in Groveshire.

After World War I, irrigation systems prompted significant agricultural development as well as European settlement in the Groveshire area. Most prominent were British military men who became professional land-owners, developing the orchards in the region. Following World War II, a number of Hungarians and Germans settled in the region, followed in the mid-1950s by Portuguese immigrants. In the last decade, an increasing number of Indo-Canadians have settled in the area. At present, the Portuguese remain the most visible non-English ethnic group. Groveshire's current economy is based on agriculture, tourism, retirement, and some mineral resources.

The centre of Groveshire's business district runs along a major highway, lined with small businesses and restaurants. Recreation facilities and Growers' Co-operatives are nearby. Many of the people walking the streets during the day are elderly, and many visible minorities can be seen, including Native Indians. Most people in Groveshire encounter non-English speaking residents on a regular basis. The residents find that communicating in English is sometimes a problem. Interestingly, the non-English speakers report fewer of these communication problems than the English speakers do. Two factors may explain this. First, there is very extensive use of informal translators, especially husbands and children, in Groveshire. Second, the large ethnic communities and the closeness of their family life do not lead to much interaction with the English speaking community.

Shopping and consumer activities

The most obvious communication problems for immigrants are not knowing the names of specific items and not being able to read the labels on products. Groveshire residents with limited English say they often have difficulty or avoid asking how to find the items they are looking for in stores. Examples of this problem reported were people buying dog food believing that it is dog meat intended for human consumption, and people buying only instant foods because they can follow only those directions for cooking.

Health care

Providers of health care and their non-English speaking clients both encounter frequent communication problems. The most common problems are describing body parts and symptoms, understanding directions for use of medicines, and explaining or understanding complex ideas such as the purpose of immunization and the potential adverse effects of immunization vaccines.

Education

In the area of education, Groveshire has two major types of problems. First, non-English speakers have difficulty knowing how to access community services such as prenatal or English classes. Culturally, they may not be aware that such courses might exist and do not know how to find them. In addition, once the programs are found, language problems impede registration and attendance. One adult student went to the wrong building for several weeks, missing the classes, before finally getting new directions from the college staff. The second major problem is for non-English speaking parents to interact with the school that their children attend. Often parents ignore written announcements that their children bring home and avoid going in to talk to teachers. When they do go, teachers often have difficulty explaining the children's situation. There is often cultural misunderstanding as well: these immigrants may

believe that any news from the state or government, including schools, is bad news. Also, if a student is having problems, this is often interpreted as the child having misbehaved rather than needing specific help.

Employment

Most Groveshire residents suggest there are few problems communicating at work in the community. This is true for several reasons. First, many immigrants are employed as unskilled farm labourers or in packing plants, and these jobs require minimal communication skills. Second, many immigrants work with their families in the orchards or with other non-English speakers. At one packing plant, almost every employee speaks Portuguese. Finally, many immigrants in Groveshire are self-employed, perhaps owning their own orchard, and they can find interpreters to help with transactions and arrangements with suppliers, customers or government officials.

However, while these factors may reduce the number of communication problems at work, this does not mean that language does not interfere with employment. Immigrants with limited English are severely limited in terms of the jobs they can find in Groveshire. In addition, recent immigrants are often terribly exploited, even within their own ethnic group. Several talk of being contracted out by 'godfathers' in the lower mainland, for minimal wages ($2.50/hour) and not knowing where or how to complain. A major local problem, and this is also true for wealthy orchardists, is that anyone who uses pesticides will require a pesticide applicator's license beginning in 1992. Currently, the test for this licence is a multiple choice English exam, with double negatives and complex language items, requiring much higher levels of literacy and English than much of Groveshire's population has.

Perceived needs for adult ESL and immigrant services

At present, only two forms of ESL services exist for adults in Groveshire. First, the college at a nearby major city offers night school classes in the local high school on a cost-

recovery basis. Since the course must pay for itself, the course is often cancelled without a minimum number of paid registrations (about ten). Second, a volunteer tutor service is coordinated by the college, providing literacy help to about six ESL speakers in the area. Some residents say they find neither of the two programs suitable, so they drive two hours each day to take an intensive program in a larger town. The local need for resources is also evident at Groveshire's library where there is a tremendous demand for the few regionally available ESL materials; in their absence, literacy books and children's books are being used by adults to develop their English.

Current ESL programs are reportedly not being used for reasons related to the nature of the programs but also because of personal and cultural barriers. The most significant personal barrier is family responsibilities, including work and caring for children, along with other factors such as limited literacy in the first language, low self-esteem, shyness, fear of showing weaknesses, and people's belief that they are too old to go to school. Cultural barriers include the view of the role of women as subordinate to men in the family, and therefore not needing language training or being encouraged to leave the home; the nature of the local job market which requires much inexpensive, unskilled labour to work in the fields and packing plants; avoidance of the multilingual nature of the local community at a social and political level; and the ineligibility of the many Canadian citizens in the area for federal programs designated only for recent immigrants.

To develop local ESL programs, Groveshire residents suggest making the content of these courses more appropriate to the needs of local adult students (e.g. preparing for a pesticide applicator's license), including more cultural and settlement information, creating more programs locally in alternate formats and encouraging participation in them through relevant advertising, and providing pedagogical resources (such as books, copy machines, tapes, flashcards, and films/videos) and local teacher training, especially in the form of seminars for tutors.

Valleyview: An Urban Area with Medium Immigration and Low Family Income

Valleyview is a municipal planning area within a larger urban centre. The total population with a mother tongue other than English or French is 13% of Valleyview's population of over 6,000. The main languages spoken other than English are Chinese and German, but a large number of other languages can be heard in the area.

Chosen originally as a headquarters for the regional fur trade, the Valleyview area grew rapidly through the late 1800s, as the region's natural resource potential was developed. Post World War Two immigration saw an infusion of European and Asian ethnic groups into the area which has increased markedly into the 1990s.

The view from one of the major streets in the area is of smaller, two and three-storey commercial buildings. A couple of old, large churches can also be seen. Traffic flow is light to moderate as a few pedestrians go about their morning's business. Some construction work at one intersection makes walking difficult, but the overall feeling is of spaciousness and ease.

Shopping and consumer activities

Immigrants to Valleyview consistently mention difficulty in understanding vocabulary related to the purchasing of goods, and many find the fast- paced speech of sales talk difficult to follow. ESL instructors added that their students are often unfamiliar with the range of products offered by retailers. Immigrants arriving in Valleyview often do not understand procedures regarding refund or exchange of items, and they initially experience difficulties with the Canadian money and pricing systems.

Health care

Immigrants in Valleyview seem, as often as possible, to take advantage of using health care professionals who speak their mother tongue. Where this is not the case, interpreters, be they friends or family members, are frequently employed. Unfortunately these interpreters

seldom have a full command of medical terminology in English, creating misleading translations of a doctor's questions or diagnosis. Health care professionals state that they endeavour to explain their findings in as non-technical a manner as possible, but this is still not a satisfactory solution to these problems.

People noted a hesitancy among immigrants to access medical services in Valleyview. When immigrants cannot find medical practitioners who speak their language, and where interpreters cannot be found, they say they feel considerable anxiety at the thought of having to explain symptoms and listen to a doctor's consultation in English. Some immigrants reported difficulties in finding appropriate medical services, and refugee applicants reported anxiety about not having regular health coverage.

Education

Communication problems in Valleyview's education system range from difficulties in understanding practicalities such as registration procedures and information about courses to much more subtle issues in cultural communication. Several educators noted the need for greater cultural awareness among educators in order for immigrants to receive more sensitively designed and implemented education. Others noted that there is often a hesitation on the part of immigrants to seek out teachers and counselors regarding their own education-related problems and those of their children. Most of the immigrants interviewed had little to say about communication problems in this area, and this in itself underlines the concerns expressed by the educators.

Employment

Of the immigrants interviewed in Valleyview, only 33% were working or had worked in B.C. Many of those not working were new arrivals, but many also had been in the province for at least a year and had not found work. Those who were employed were either self-employed, working in a job-situation where they could use their mother tongue, or working at jobs beneath their level

of skill and experience. In fact, only one of the immigrants interviewed was working at a job commensurate with his skills and training.

Immigrants with limited English cited vocabulary-related problems (knowing the names of materials, for example) as a major communication problem at work. Other respondents, however, noted more serious problems, including the exploitation of immigrants who are willing to work long hours at low wages because of their desperate need for employment. Public and ESL service respondents also noted the need to teach immigrants job search techniques. Some people said that immigrants have difficulties in interview situations, where cultural norms and expectations may not be met. Once on the job, many immigrants are hesitant to communicate with fellow workers or to ask their employers for further explanations regarding tasks to be performed because they are afraid of creating further misunderstandings or discomfort.

Perceived needs for adult ESL and immigrant services

There was universal agreement that more classes, emphasizing all ESL skill areas, are needed. Students completing the five month EIC-sponsored program are often left in a void, where their English is not fully developed and yet they have no further financial support. Many immigrants are on waiting lists for ESL classes. It is also felt by many that a more flexible timetable (particularly classes offered at a wide variety of times) is needed. Child care is an immensely important service; a lack of access to or an inability to pay for day care facilities prevents many women in Valleyview from taking ESL or related courses.

There is general agreement among ESL providers in Valleyview that literacy programs, work experience programs, and technical/business English classes need to be developed to a greater extent. Students with professional backgrounds in their home countries stressed the need for English training specifically related to their areas of expertise. Public service providers noted the need for more counselling services beyond the initial settlement stage, as well as for counselling in nutrition.

HILLSVILLE: A Suburban Area with Medium Immigration and Low Average Income

A suburb of a larger city, Hillsville has a population of 7,000, ten percent of whom have a mother tongue other than English, such as German, Dutch, Chinese, Italian, and many other diverse language groups.

The key event in the history of Hillsville was the building of a major shopping centre in the early 1950s, transforming Hillsville into a consumer centre, competitive with nearby downtown regions. At that time only 100,000 square feet was devoted to commercial space. There is now 1.3 million square feet of commercial space and a second phase of development now underway will increase square footage by almost 300,000. Since the late 1950s, Hillsville has grown considerably in size. Many apartments have been built, putting pressure on City Hall for housing and commercial expansion. Nonetheless, Hillsville is primarily a residential neighbourhood comprised of houses and apartment buildings. The commercial district is located mostly on one main street with an array of banks, diners, gas stations, convenience stores, hair salons and barbers, shopping malls, health service buildings, and government offices.

Shopping and consumer activities

Problems for or with immigrants with limited English shopping in Hillsville are of two types: language difficulties and lack of cultural awareness. Language problems include problems with immigrants' pronunciation, their not being understood by or understanding store clerks, not knowing the names of items, not being able to explain exactly what they want to buy, and not being able to read labels of products. A lack of cultural awareness appears in people being unable to distinguish certain items (i.e. soap from shampoo), not understanding banking systems or the Canadian monetary system in general, not knowing implicit rules about shopping in Canada (e.g. bargaining is not usually done), and generally lacking information about the value of items. One ESL instructor mentioned that many immigrants are "paralyzed"

by the number of choices with which they are faced when shopping.

Health care

Problems identified for adult immigrants in the area of health services also centre on language and cultural difficulties. Language difficulties centre on immigrants' not having the vocabulary to discuss their ailments and thus have their needs assessed accurately by professionals. One health service provider observed the lack of same-language speakers available at local hospitals. Cultural difficulties appear in immigrants' problems making initial contact with Canadian medical services, knowing how health insurance programs work in B.C., knowing how the medical system and assessment techniques are conducted in Canada, and confusion about the differences between the roles of doctors and pharmacists. One informant, for example, noted how Indo-Canadian women are reluctant to visit Canadian doctors since they are predominantly male.

Education

For family education in Hillsville, three types of problems exist: language problems, academic difficulties and administrative problems. Language problems emerge with many students not being able to speak English very well, and thus having difficulty understanding what is required for their school assignments. Academic difficulties arise from students' not being aware of grading structures, not understanding conventional student/teacher relationships in Canada, "ghettoizing" of social groups, and generally not being familiar with an academic environment or understanding how to "work the system". Some students are reportedly intimidated to such a high degree socially and academically that they often quit their programs.

Administrative problems are reflected in the number of immigrant students on waiting lists to enter educational programs, not understanding the educational system in Canada (particularly its administrative structure, admissions requirements and systems for transfer of

credits), being put into inappropriate levels of classes, not knowing alternatives for course or school selection, having to quit educational programs in order to work to support families, having difficulties finding and using transportation to get to school, and shortages of space in educational buildings.

Employment

Discussion of employment among immigrants of limited English to Hillsville centers on three issues: language problems, lack of skill transfer, and lack of cultural awareness. Language problems for immigrants involve not being able to talk confidently to customers (and therefore making mistakes), not being able to get through an interview conducted in English, not being able to understand superiors, and an inability to express needs for on-the-job training. Lack of skill transfer results in immigrants not having the required skills for a job, while the skills acquired in immigrants home countries are often not recognized in Canada. One recent immigrant pointed out that he didn't want to work at a job that he felt was below his level of experience. Lack of cultural awareness results in immigrants' having difficulty getting their resumes sorted out, and often being taken advantage of by employers through low wages or being paid under-the-table. Many immigrants in Hillsville do not seem to get past initial telephone interviews for employment - their accent immediately disqualifies them from obtaining further interviews or jobs.

Perceived needs for adult ESL and immigrant services

A major problem in Hillsville is the scheduling of existing ESL programs. Many people observe that not enough night classes are available for immigrants who work during the daytime, while those on irregular shiftwork likewise have no classes available to them. An equally important point is that more programs need to be targeted for specific language groups in order to create a safe, non-threatening environment, focused on relevant content and tasks (not simply the structure of English). Programs also need to deal more directly with literacy

within the community of Hillsville.

A common recommendation is to create drop-in centres in immigrants' first languages for occasional help in obtaining needed information about legal services, citizenship matters, government operations, schools, access to different aspects of society, and for putting them in touch with community activities. Another common suggestion made was that ESL education should provide more field experiences in local stores, employment agencies, municipal halls and school boards in order to help recent immigrants better understand Canadian bureaucratic structures. Cross-cultural counselling is also seen to be important in Hillsville.

Within the community of Hillsville, dissemination of information about services for immigrants is lacking, and many people feel that local networking and more long-term settlement services could provide a valuable solution to this problem. Some people suggested developing a network of Canadian volunteer host families to help immigrants adjust to Canadian society and provide other ongoing assistance in conjunction with information sessions to help them cope with culture shock, problems surrounding employment, interactions with the police, and other problems they may have.

Hammond: A Town with Medium Immigration and Low to Average Family Income

Hammond is a mill-town in the north-central interior of B.C. with an average family income just above $30,000 per year. Among its population of over 8,000, 17% have a mother tongue other than English. The Punjabi-speaking population has been a distinct feature of the community for two decades, although immigrants of Italian, German, and Portuguese descent have lived in Hammond for some time. Recently, immigrants from Vietnam, China, the Philippines, and Latin America have started to settle here.

Founded by European explorers in the early 1800s, Hammond developed into a town during the Cariboo gold rush of the 1860s. It is now a trading and production center for the forestry, mining, and agriculture in the area. Hammond is split into two by a major river, its residential district lying to the west, where most of the immigrant community is dispersed in the area around a large shopping mall. On the east bank of the river lies Hammond's commercial and industrial districts. Looking up to the circle of low hills surrounding the town, one sees the mills. The sharp smell of fresh pulp lumber is strong in the air. Among Hammond's variety of shops, restaurants, and service stations are a few stores selling Indian foods, videos, and newspapers. Pick-up trucks and old sedans graze down the wide, main streets while groups of mothers and children amble slowly in and out of the shops. Everyone appears relaxed.

But Hammond has noticeable racial tensions. Residents frequently refer to the Punjabi community as "close knit", recognizing how it has formed a well-functioning, closed group within the larger community. In turn, the Punjabi community is wary of the majority population and its alien cultural values. At present, many important communications between the majority and minority populations go on through the use of unskilled, informal interpretation between English and Punjabi, a process which all find unsatisfactory, unreliable and demeaning.

Shopping and consumer-related activities

Shopping poses minor problems for immigrants in Hammond, particularly for seniors and mothers who often take young children with them to interpret while they shop. Problems often arise with banking transactions, the purchase of major items, and pricing systems. One person told of witnessing incidents where immigrant customers and bank workers assumed each other were misusing the system to their advantage. People in retail sales speak of frequent difficulties understanding their clients' requests or explaining their pricing systems. Immigrants say they often have problems asking for specific items in stores.

Health care

Health care officials are deeply concerned about problems they have communicating with members of the immigrant community, and their persistent need to use unskilled interpreters in situations of emergency or personal consequence. The most frequent problems are said to be with women in their child-bearing years and the long-term uses of medicines. Nurses and hospital workers have great difficulties assessing the health of non-English-speaking mothers and their babies, providing instructions for medical treatments, and obtaining informed consent for immunization shots. Immigrants say they have difficulties making appointments for treatment, understanding instructions from medical workers, and generally knowing how to use the Canadian health care system. Some use is being made of health materials translated into Punjabi, Cantonese, and Vietnamese from Vancouver, but all agree they are scarcely adequate for the situation. Cultural biases against family counselling appear to be concealing many cases of marital abuse, and public discussion of sensitive issues like AIDS are controversial among ethnic groups.

Education

A major problem in public education is communication between school teachers, counselors, and administrators and their students' families who do not speak English. One

person described a great feeling of alienation between the school system and immigrant families. When phoning home to report or inquire about problems or crises at school, school officials are often unable to speak directly with parents, having to communicate with siblings or other relatives, leaving all involved uncertain of responsibilities. Nonetheless, second generation immigrant children are reportedly doing very well in schools in Hammond, acquiring many local scholastic awards and going on to university and promising professional careers.

Employment

Employment is a central issue in Hammond, as the pulp mills have been laying off large numbers of employees, and arguments about unemployment insurance abound. Most non-English-speakers in Hammond work at skilled and unskilled labor, usually interacting through their native language with colleagues at work. During the summer months much of the Punjabi population migrates to the Lower Mainland to work in agricultural labor. Several people in Hammond spoke of a need for employment equity, as the Punjabi population is largely under-represented in offices, service sectors, and public positions.

Communication problems in English at work mostly center on literate functions, such as filling out forms or reading technical bulletins, handbooks, and safety instructions. In a recent incident, a local mill sent a letter out to its employees encouraging them to work harder, but the letter caused great concern among employees with little English literacy who thought they had received severance notices. Problems also appear in training for new jobs, interactions with secretarial staff, or discussing personnel matters, such as compensation claims, pension forms or benefit plans. Informal interpreting is usually required in these situations, although it is perceived to lead to mistrust.

Perceived needs for adult ESL and immigrant services

Almost everyone interviewed remarked how ESL services in Hammond are confined to a

single conversation class for recently-arrived immigrants offered through the school district's continuing education services. The local community college campus says it has no mandate to teach ESL, although a few ESL students sometimes end up in their adult basic education classes but soon find them unsuitable. Services for immigrant settlement were reportedly eliminated in the early 1980s because of funding restraints, so now newcomers are either supported by members of the existing ethnic community (e.g. Indo-Canadians) or are largely left to fend for themselves as they try to settle in Hammond.

Most people say there is great need for more adult ESL classes, settlement orientation for new immigrants, ESL literacy instruction, and work-related language courses. Many people suggest developing ESL programs which are specific to the situations of certain cultural groups, such as Punjabi women or seniors who might find tutoring at home, language lessons on videos, or instruction by members of their own ethnic community more culturally suitable than formal classroom teaching. Others feel that greater incentives to study English need to be created in Hammond, either through work situations, language classes linked to job training and career planning, or Manpower subsidies. Many residents of Hammond realize the need for the majority and minority societies to understand better each other's cultural values and expectations. However, no stable programs or local policies exist to advance this process.

Dogwood Cove: An urban Area with Low Immigration and High Family Income

A low density residential community with an average family income of $52,000 per year, Dogwood Cove is basically a bedroom community for the more wealthy population working in the nearby downtown city core. Its population is about 17,000, 6% of whom do not have English or French as their mother tongue - mainly people of German, Chinese, Dutch, Punjabi, Portuguese, and other language backgrounds.

Historically, Dogwood Cove began as a farming area which supplied a nearby fort with food and materials. Incorporated as a district municipality in the early 1900s, developers soon started to sell lots in the area as country estates then to subdivide the area for residential development. Today Dogwood Cove's main street is very peaceful and quiet. The few pedestrians on the street are mostly elderly, and the traffic is slow and sparse. Commercial buildings lining both sides of the street are low, one to two story establishments with a range of small businesses such as shoe stores, a drug store, and small restaurants. Just behind the main business area, large, stately houses occupy peaceful residential streets.

Residents of Dogwood Cove perceive communication problems with immigrants to Canada to be almost nonexistent in their community.

Shopping and consumer activities

People who work with the public in Dogwood Cove's shops or are involved in consumer activities say they have little or no problem communicating with their customers or that their customers, although not always native speakers of English, speak excellent English, so communication with them is not a problem. No one we spoke to was able to offer any specific examples of miscommunication with non-English-speakers locally.

Health care

Medical services are the one domain where distinct communication problems with non-

native speakers of English appear to exist in Dogwood Cove. Health care workers report that they sometimes have problems communicating in English with their clients. These situations typically include the need for a translator when talking with a mother about a newborn and difficulties in explaining medical problems or procedures to patients.

Education

Educators report little difficulty communicating with immigrant students or their families, although a few people observed that older immigrants often bring their children and grandchildren to schools to translate for them. One person gave an example of a woman who had encountered great difficulty during registration of her daughter at a local school.

Employment

Employers in Dogwood Cove say they have workers whose native language is not English but communication is seldom a problem for most of them. One employer reported, however, that sometimes an employee would want a promotion but their language skills were not sufficient to make the request appropriately; moreover, difficulties with child care, waiting lists, and family responsibilities prevented some of their employees from using ESL or settlement programs.

Perceived needs for adult ESL and immigrant services

The people of Dogwood Cove see little need for ESL services locally. No ESL services are now available within the community's boundaries, so users of such services go to downtown programs which serve the surrounding communities. However, the ESL services provided in the larger city are usually unable to accommodate the number of people who would like to use these programs.

One adult educator observed that counselling beyond the initial settlement stage would be helpful for many immigrants to Dogwood Cove, as would translators or interpreters in areas

like health care and employment.

The adult immigrants who were interviewed in Dogwood Cove already had good English skills and did not use local ESL services. They are interested in advanced conversation classes but not English for work or academic purposes.

Most ESL services in the area are provided by a college and schools in the downtown part of the city, not Dogwood Cove itself. People working in these ESL programs see a need for conversation, English in the workplace training, and academic ESL programs in all of the surrounding areas they serve, although they are not able to assess the situation in Dogwood Cove very precisely. They also mention difficulties with child-care, expense of programs, and waiting lists as reasons for adult students not using their existing services. ESL teachers offer many examples of difficulties their students have communicating in English such as understanding employers or instructions, being isolated by their lack of English skills, an inability to understand labels on medicine bottles, difficulties in shopping or explaining what they want to a clerk, as well as problems during job interviews and the preparation of resumes. Many communication problems occur during registration for ESL services, but few of these registrants appear to be from Dogwood Cove.

Woodvale: A Suburban Area with Low Immigration and Average Family Income

Woodvale is a large-sized municipality covering over 300 square kilometers southeast of a major metropolitan area. Seventy-five percent of its land allocation is rural and 25% is urban. Woodvale is predominantly a farming community with greenhouse and nursery industries. Historically, the local community developed from a transportation depot for fur-trading to being a producer of agricultural goods. Continued growth in the early 1900s created a small city and separate municipalities in the area by the early 1950s.

Today, Woodvale boasts a 1990 population count of 63,100 and one of the fastest rates of municipal growth in the province. At the time of Canada's 1986 Census, Woodvale's population was 16,555, with average family income reported at about $32,000. At that time, German, Dutch, and Chinese were the three predominant mother tongues of the area's non-English population. Recently, Woodvale has experienced an influx of Vietnamese and Latin American immigrants. Adult immigrants rely mostly on the nearby city for consumer, medical, educational, employment and social services.

Shopping and consumer activities

Most communication problems during shopping activities in Woodvale arise when adult immigrants' limited vocabulary prevents them from easily asking for assistance in locating specific items. If they do make the attempt to ask for help, they have a difficult time understanding the directions given by shop clerks. Grocery shopping does not present many problems, but immigrants in Woodvale are often seen to be at a disadvantage because they are not prepared to comparison shop and have poor reading skills. Banking activities are challenging and usually require a translator. ESL service providers and immigrants both recognize that adults with limited English in Woodvale are often timid and lack the self-confidence to initiate verbal communication in a shopping situation. Immigrants feel many people in Woodvale's consumer sectors do not make much of an effort to listen to them.

Health care

In order to compensate for potential communication problems with health service workers, most Woodvale immigrants try to see doctors who speak their mother tongue. This often means travelling well out of the local community to reach such a doctor. Vietnamese immigrants often travel 100 kilometres round trip to Chinese or Vietnamese speaking doctors in the city. Because public transportation is very limited in this rural district, many other immigrants have no choice but to make use of the services in the local area. Interpreters are seldom available, causing communication breakdowns and inaccurate descriptions of medical problems. Furthermore, adult immigrants in Woodvale are often confused by the B.C. medical system and the appropriate procedures they must follow in using it.

Education

Communication problems in Woodvale's educational settings occur in several ways. Some adult immigrants have difficulty in locating information about educational programs because they are unable to read English, or because they do not know the appropriate procedures for enrolling themselves or family members in educational programs. Word of mouth "advertising" is the common means of increasing immigrants' awareness of programs at present in Woodvale. Telephone registration is difficult for many adults with limited English, specifically when describing the kinds of courses they wish or following directions given for times or locations of classes. Parent-teacher conferences and other communications with their children's schools also pose distinct communication difficulties for adult immigrants in Woodvale.

Employment

A language barrier exists between many of Woodvale's adult immigrants and potential employers, making employment in an English environment difficult if not impossible. As a

result, refugee immigrants often rely on mushroom picking, or working in greenhouses, where their mother tongue is spoken by fellow employees, even when they have held skilled occupations in their countries of origin. Those who have gained employment in English-dominant environments say they had difficulty in marketing the skills they possess for languag or culturally based reasons. Employers say immigrants to Woodvale often lack the social etiquette of job application, sufficient language skills, or job "know how". Immigrants are frequently refused job positions in Woodvale because they cannot express themselves clearly Those who do work in English environments say they feel isolated by the language barrier.

Perceived needs for adult ESL and immigrant services

Among the many ESL program needs in Woodvale, three emerge as most predominant. First, a far greater number of ESL classes are needed to satisfy the extreme range of ESL proficiency of adults within current classes. Teachers and immigrant students alike are very frustrated with the "lumping together" of professionals and nonliterates in many programs in Woodvale. Second, ESL language and settlement programs have to be better publicized, especially in the rural sectors of Woodvale. Third, there is an overwhelming demand for an English for the Workplace program, especially one which would incorporate a combined instructional and practicum approach. Additional concerns are the settlement and employment of recent refugees in the area, interpretation services for health care and work, and understanding of cultural differences between the existing and new members of Woodvale's society.

Coleton: A Town with Low Immigration and Average Family Income

Coleton is a small coastal resort city with a population of about 6,000. Its residents are predominantly White Anglo-Saxon Protestant with only 7% of the total population reporting a mother tongue other than English or French, mostly German, Dutch, Italian, and diverse Asian and European languages.

The Coast Salish people had seasonal encampments in the Coleton area when the first English settlers arrived during the latter part of the nineteenth century. With the completion of a wagon road and a railway, Coleton's population steadily grew until it achieved city status in the early 1980s, with an economy based on agriculture, business (especially service and retail), fishing, forestry, and tourism. Retired people contribute significantly to Coleton's economy, forming a large proportion of the population.

The centre of Coleton's business district lies just off the motel-lined ocean highway. Small businesses fronted by diagonally parked cars pack the busy street. Many of the people walking about are older. There is no one of a visible minority to be seen.

Most people in Coleton rarely meet non-English speaking residents, so they do not perceive communication in English as a problem. ESL service providers and the non-English speaking immigrants themselves, however, see the situation differently. Many of the latter often avoid situations where they would have to communicate in English, thus rendering themselves invisible to the community.

Shopping and consumer activities

Many problems immigrants experience when shopping in Coleton involve not knowing the names of specific items and where, who, and how to ask for them. In addition, it is hard for non-English speakers to understand when salespeople speak too quickly or use colloquial forms of speech. In several cases, people say they avoid shopping, leaving it up to other family members. One person encountered blatant racism in a hardware store. She was given old and

mismatching products, and even told by the owner, "I don't want to do Chinese business."

Health care

Workers in the health field sometimes encounter non-English speaking clients, mostly retirees, but feel that communication is not usually a problem because family members can translate. Non-English speakers, however, observe that finding a translator in Coleton, especially one who knows medical terminology, is not easy; in addition, there can be no privacy with a translator. They say it is difficult to describe symptoms and feelings, and to understand instructions given by nurses, doctors or pharmacists. When it is possible for non-English speaking patients to receive home support services from a worker with the same first language, they say it is helpful.

Education

In the school system, finding solutions to the language barrier is left entirely to the devices of the non-English speakers. Some non-English speakers simply avoid dealing with the schools. One of the immigrant respondents, who should have gone into grade 11 when she arrived here said she had put off going to school for a year because of her fear and anxiety. One woman never deals with her children's school because of her lack of English. Parent-Teacher meetings are difficult, and letters sent home from the schools are reportedly often incomprehensible to parents with limited English.

Employment

For those who must look for work in Coleton, communicating their previous occupational experience to employers is a problem, both verbally and in writing. One woman said she was not able to fill in half an application form when she applied for a job at the local grocery store. In addition, systemic differences between Canada and the immigrant's country of origin make job-hunting difficult. For example, credentials are sometimes not recognized, and the immigrant

may be totally unfamiliar with the concept of resumes. Once on the job, unfamiliar forms of spoken language are difficult to understand; non-English speaking employees and employers alike find it difficult to make themselves understood.

Some immigrants residing in Coleton have set up their own businesses in construction and in "hospitality" (motels). The less proficient English speakers among them say they have been seriously taken advantage of. In one case, using an intermediary to translate and negotiate the purchase of the business was disastrous: the intermediary negotiated a price with the immigrant buyer, a lower one with the original owner, then got away with the difference. Certain employees are also said to use the language barrier to their advantage, making it difficult for their non-English speaking employer, for example, to enforce discipline and working standards. In one case, an employee pretended not to understand instructions when asked to do something, and in another instance a person took advance pay then did not come to work. Also, clients at the motels pass bad checks or refuse to pay for their accommodation, taking advantage of people's limited English or minority status.

Perceived needs for adult ESL and immigrant services

Coleton has only one service for non-English speaking residents, a one-on-one tutoring service offered free of charge by a local literacy centre. The Coleton campus of a college in a larger nearby city has offered ESL courses in the past but is not doing so at the present time. For a structured English language program, students must travel over thirty kilometres to the main campus. There is no regular bus service between the two cities, so lack of reliable transportation is the number one reason for students not using the existing services.

Many people do not see a need for ESL services in Coleton and give varying reasons. A major employer says his employees are proficient in English. Workers in health care say their patients are mostly seniors who may not be interested in going out to classes or see a need for improving their English.

But immigrants and ESL service providers do see a need for services for non-English

speaking adults. However, when a beginning course in English as a Second Language was recently offered at the college, only four people signed up. The course was cancelled, with the administrator left wondering at the lack of response. Was the course offered unsuitable? For some, an advanced class may be needed or one oriented toward work or academic studies to help immigrants get beyond their entry-level jobs or into college programs. For seniors, the college setting may be intimidating; a conversation course offered through a senior's group would be more appropriate. Was the expense and scheduling too difficult for those with young families? Did the information about the course not reach those who need it? One immigrant with very little English we spoke to had not heard about the course. There are no multicultural t.v. or radio programs, newspapers, centres or clubs in Coleton to publicize ESL classes.

The users of the tutoring service, 80% of whom are women, find the literacy tutoring service helpful, but they say they would like to have language classes available, allowing them to meet as a group to increase their fluency and self-confidence, and reduce their isolation in the community. Cultural orientation to the Canadian government and social system, and local community services, is also a perceived need. Agencies involved in immigrant settlement say they need to be alerted to the independent- and family-sponsored immigrants coming in as well as the government-sponsored ones; otherwise, in the words of one multicultural worker, "they arrive quietly and there is no way to find them."

Summary

Despite differences in the regions of the province, industrial bases, and overall population characteristics, 8 of these 10 case studies show similarity and frequency of communication problems in consumer activities, health care, family education, and work situations, as well as expressed needs for improved ESL and immigrant services. For each of these eight communities, the frequency of communication problems related to limited English proficiency was said to be "sometimes" to "a lot", on average, in three of the four domains of social activity investigated and "a lot" to "always" in the domain of health care. Interestingly, these eight communities have levels of settlement by non-native-speakers of English above 7% (according to the 1986 census), suggesting that all communities in the province with significant immigrant settlement may be experiencing similar communication problems in important domains of social activity, as well as distinct needs for improved ESL and immigrant services. For many of these communities, needs for ESL instruction and related services were said to relate not only to immigrants settling in the areas recently but also to immigrant populations living in the areas for many years.

In turn, the two communities without such communication problems or distinct programing needs, Dogwood Cove and Coleton, have levels of settlement of 6% to 7% by non-native speakers of English, suggesting such communities in the province may have relatively few communication problems in major domains of social activity or only certain needs for improved ESL programing and immigrant services (e.g., for domestics or for people working in tourism businesses and services in Coleton). Woodvale was initially selected for the research for its relatively low level of settlement by non-native-speakers and its rural suburban characteristics; however, in the period since the 1986 census, this community has experienced considerable settlement by non English-speaking immigrants and refugees--perhaps representative of other rural, suburban districts near rapidly growing metropolitan areas--so that at the time of the

present research, Woodvale displayed communication problems and needs for ESL related services of a quality and extent similar to those reported in areas of more intense immigrant settlement.

Sutter Heights and Glendale, the two urban communities with settlement by over 35% non-native-speakers of English, appear distinct from the other communities studied in that they have had sufficiently large ethnic populations for a long enough period of time to support retail businesses, some medical services, and certain kinds of employment in a few languages other than English, although few comparable services appear to have developed in public education. Nonetheless, numerous communication, equity, and programming needs do appear to prevail in each domain in these communities as well.

In suburban areas or towns like Cedar Landing, Groveshire, and Hammond, where settlement by non-native-speakers of English is between 17% and 25% of the total community population, minority language populations appear to be experiencing visible problems of racism and other inequities at work, to be using informal interpreting by family members or friends as a routine way of life to interact in most major domains of social activity, and to be showing dramatic needs for ESL programing, since very few immigrant services are presently operating in these areas. In urban or suburban areas like Valleyview or Hillsvale similar problems exist, even when settlement by non-native speakers of English is between 10% and 15% of the total community population and few large, visible ethnic groups reside in the local area.

Communication problems

Six types of communication problems were reported to be commonly associated with the situations of limited-English-speakers in the domains of consumer activities, health care, public education, and work and employment in B.C.:

1. not understanding or being able to describe specific terms, instructions, procedures or

policies;

2. not understanding or being able to participate in informal chit-chat or peer-level conversation;

3. avoidance of important social situations because of language and communication problems;

4. having to use unskilled interpreters and translators to communicate or to assist in performing tasks;

5. not knowing or accommodating cultural norms for interpersonal interaction, gender status, human rights or privileges--resulting in lack of equity, racial discrimination, ongoing tensions caused by prejudice, or individuals taking advantage of their social positions; and

6. inadequate systems for assessing or acknowledging certification of previous credentials, education, or knowledge.

Assistance from current ESL and immigrant services

Across the ten case studies, ESL and immigrant services were cited as helping recent immigrants to B.C. with limited English in four principal ways:

1. Translation or interpretation facilitated communication or understanding of Canadian society in a particular circumstance.

2. ESL classes improved students' functional English for communication, helped to find work, or improved work relations.

3. ESL classes provided a transition into mainstream society, reducing isolation, facilitating

self-confidence, social participation, and sense of belonging to Canadian society.

4. ESL classes fostered improvement in specific language skills (e.g., reading, pronunciation).

Reasons for not using existing programs or services

Six reasons were commonly given for immigrants not using existing ESL programs or settlement services in B.C., although these varied somewhat across the ten communities studied:

1. programs not available locally or not accessible because of waiting lists or criteria to enter programs;
2. lack of transportation;
3. expense of programs;
4. family responsibilities, including child care, maternity, etc.;
5. lack of awareness of programs; and
6. program content or scheduling perceived to be unsuitable.

Kinds of programing needed

Across the ten case studies, interviewees made seven types of suggestions to improve the qualities or kinds of ESL instruction, immigrant services, or other programs needed in their communities:

1. Expand and make more equitable government assistance to subsidize courses and provide more consultation on program needs.

2. Provide more ESL instruction for specific purposes or groups (e.g. for academic, vocational, or retraining purposes; for seniors, women, or particular ethnic groups or

groups with specific prior educational backgrounds; for cultural orientation, use of community services, literacy).

3. Increase the number, scheduling, and range of course offerings and information available about them in appropriate media.

4. Provide alternative forms of delivery (e.g. at-home tutoring, itinerant teachers, ethnic teachers, at-work tutoring, various kinds of counselling, activity-based instruction, distance education).

5. Develop more reliable and accessible interpretation, translation and counselling services, particularly in specific domains of social or institutional activity (e.g. health care, work fields, employment, legal matters).

6. Orient the majority population to understand immigrant communities and cultural differences better.

7. Provide more ESL teacher training, better employment conditions for teachers, instructional materials and resources, and policies for coordination and evaluation of programs.

Findings for Each Population

Adult immigrants

Altogether, the research team interviewed a total of 115 adults who had recently immigrated to B.C., 89% of whom were currently in ESL classes and 11% who were not. Regionally, 74% of these adults were in the greater Vancouver or Victoria areas, whereas the remaining 26% resided in other parts of the province. Eighteen percent of these adults lived in communities which had less than 7% immigration by non-native speakers of English (i.e., Dogwood Cove, Woodvale, and Coleton), while the other 82% lived in communities with higher immigration by non-native speakers of English. Financially, 55% of these adult immigrants lived in communities with average family incomes below the provincial average; 45% lived in communities where the average family income was higher than the provincial average.

In the domain of shopping and other consumer activities, 8% of the 115 immigrants said they "always" had communication problems, 14% said they had "a lot" of communication problems, 46% said they "sometimes" had communication problems, and 33% said they "never" had communication problems. Most people (64%) cited problems not understanding or being able to describe specific terms, instructions, procedures or policies. Only a few (less than 10% for each category) cited other kinds of communication problems (although issues of certification or credentials were not mentioned).

In the domain of health care, 30% of the immigrants interviewed said they had "never" used English for any medical services in B.C., 29% said they "sometimes" used English, 8% said they used English "a lot", and 33% said they "always" used English. Seemingly, between 30% and 59% of the immigrant population interviewed are either using health

care workers who speak their mother tongue or they are not using medical services in B.C. at all. The higher figure of 59% seems probable since 69% of these adult immigrants also said they had "never" experienced communication problems in English with health care professionals in B.C. Another twenty-two percent of these people said they "sometimes" experienced communication problems while speaking with health care workers, 5% said they experienced "a lot" of communication problems in these situations, and 4% said they "always" experienced communication problems in these situations. Forty percent of the immigrants interviewed said their communication problems involved not understanding or being able to describe specific terms, instructions, procedures or policies. Seventeen percent noted how they frequently had to use unskilled interpreters or translators to communicate with health care professionals.

In terms of their interactions with B.C.'s education system, 15% of the immigrants interviewed said they "always" had communication problems interacting with their children's schools, 9% said they had "a lot" of communication problems, 19% said they "sometimes" had communication problems, and 57% said they "never" had (although a large proportion of these people did not have children). These communication problems were said to involve, for the most part, not understanding or being able to describe specific terms, instructions, procedures, or policies (cited by 33% of these people), having to use unskilled interpreters or translators (cited by 11%), as well as some mention of not being able to participate in informal chit-chat, avoidance of important situations, and not understanding cultural norms or values.

In regards the use of English for employment or work in B.C., 13% of these immigrants said they had "a lot" of communication problems, 30% said they "sometimes" had communication problems, and 57% said they had had no communication problems at

work. Interestingly, an almost equal proportion of these people (56%) also said that they "always" used their mother tongue at work, rather than English. Another 18% said they used English only "sometimes" or "a lot" at work, and the remaining 27% said they "always" used English at work. A range of communication problems related to their limited knowledge of English were cited in their work situations: not understanding or being able to describe specific terms instructions, procedures or policies (35%); not understanding informal social chit-chat (14%); having to use unskilled interpreters or translators (8%); not knowing cultural norms or experiencing inequities (6%); not having their previous credentials or experience acknowledged (6%); and avoiding important situations (2%).

When asked to state the extent to which they thought existing ESL or immigrant services were being used in their communities, 90% of these adult immigrants thought they were being used "sometimes", 10% thought they were "never" being used, and no mention at all was made of these services being used "a lot" or "always". In regards the help provided to them through their own use of these ESL or immigrant services, 6% of these people cited translation or interpretation services helping them; 32% said ESL classes were helping them to improve their functional English for communication, to find work, or to improve their work relations; 22% said ESL classes were providing a transition into participation in the mainstream society; and 20% cited specific aspects of English they had learned through ESL classes.

These recent immigrants saw a variety of reasons why existing ESL and immigrants services were not being used in B.C.: 29% said ESL programs were not available locally or had waiting lists to enter them; 25% said the program content or scheduling was unsuitable; 25% cited family responsibilities such as child care; 21% said the programs were too expensive; 15% thought people were not aware of the programs; and 13%

cited transportation problems.

Their recommendations for improving the existing services centered on the need for more ESL instruction for specific purposes or populations, cited by 58% of the interviewees. Forty percent of these people also suggested increasing the number, scheduling, and range of ESL course offerings. Seventeen percent suggested providing alternative forms of delivering ESL instruction. Some mention was also made of increasing government assistance to support ESL studies (by 7%); developing interpretation, translating, and counselling services (3%); and improving ESL teacher education, materials, and program policies (3%).

Retail sales

Thirty-two people working in retail sales or other consumer activities were interviewed in the case studies. Seventy-two percent of these people were in the greater Vancouver and greater Victoria areas, 66% were in communities with more than 7% immigration by non-native speakers of English, and 63% were in communities with higher than average family income.

Six percent of these people said they "always" experienced communication problems with non-native speakers of English, 19% said they experienced "a lot" of communication problems, 56% said they "sometimes" experienced communication problems, and 19% said they "never" had. Most people (81%) cited communication problems related to not understanding or being able to describe specific terms, instructions, procedures or policies. Other problems mentioned were having to use unskilled interpreters or translators (13%) and not knowing cultural norms for interpersonal interaction (13%).

Thirty-one percent of these people thought ESL and related services were being used "sometimes" or "a lot" in their communities, but 69% either did not know about this

situation sufficiently to answer or thought the programs were "never" being used. To improve existing services, these retail sales workers suggested providing more ESL instruction for specific purposes or specific groups (47%), providing alternative forms of delivery (38%), and increasing the number, scheduling, and range of courses offered (19%).

Health care

Thirty-three people working in medical professions were interviewed, 76% in the greater Vancouver and greater Victoria areas, 79% in communities with more than 7% immigration by non native speakers of English, and 55% in communities with above-average family income.

For this population, communication problems with limited English speakers are perhaps the most dramatic among the various populations interviewed for this study. Twenty-four percent of these health care workers said they "always" had problems communicating with immigrants with limited English, 27% said they had "a lot" of such communication problems, and 46% said they "sometimes" did. Only one health care worker said he or she had "never" experienced communication problems with immigrants with limited English.

The most common problem, cited by 90% of these health care workers, is their clients not understanding or being able to describe specific terms, instructions, procedures or policies. Twenty-four percent also mentioned problems of having to use unskilled interpreters or translators. Another 24% also described problems related to not knowing cultural norms.

In terms of the use of existing ESL or immigrant services, 9% of these health care workers thought services in their communities were "always" being used, 30% said

services were being used "a lot", 36% said they were only being used "sometimes", and 24% either thought they were "never" being used or they said they were not able to judge.

These health care professionals made various suggestions to improve ESL and immigrant services in their communities: 36% suggested providing more ESL instruction for specific purposes or groups; 27% suggested offering alternative forms of delivery; 27% suggested developing more extensive interpretation and translation services; 12% suggested better orienting the majority population to understand immigrant communities and cultural differences; 9% recommended expanding government assistance; and 7% suggested providing more ESL teacher training and program supports.

Education

Thirty-four school teachers, principals, superintendents, and counselors were interviewed, 70% in the greater Vancouver and greater Victoria areas, 77% in communities with more than 7% non native speakers of English, and 50% in communities with higher than average family income.

These educators said that problems communicating with the families of immigrant children occurred "a lot" for 21% of them, "sometimes" for 62% of them, and "never" for 18% of them. These communication problems either involved not understanding or being able to describe specific terms, instructions, procedures or policies (cited by 47%); having to use unskilled interpreters of translators (cited by 32%); not knowing cultural norms or experiencing inequities (cited by 21%); inadequate systems for acknowledging credential or previous education (cited by 6%); and avoidance of important situations (cited by one perso.

Six percent of these educators said they thought adult ESL or immigrant services were "always" being used in their communities, 27% said they were being used "a lot", 44% said they were only being used "sometimes", and 23% said either they were "never" being used or they could not estimate this. The reasons they cited for existing services not being used were: family responsibilities (56%); programs not being available locally or having waiting lists to enter them (50%); program content of scheduling being unsuitable (27%); lack of transportation (38%); expense of programs (24%); and lack of awareness of programs (15%).

The suggestions these educators made for improving adult ESL and immigrant services in their communities included: providing more ESL instruction for specific purposes and groups (suggested by 47%); providing alternative forms of delivery (suggested by 44%); increasing the number, scheduling, and range of ESL courses (suggested by 30%); increasing government assistance (mentioned by 15%); developing interpretation, translation, and counselling services (mentioned by 15%); providing more ESL teacher training and program supports (mentioned by 9%); and orienting the majority society better to understand immigrant communities and cultural differences (mentioned by one person).

Employers

Thirty employers of immigrants or employment counselors were interviewed, 67% in the greater Vancouver and Victoria areas, 77% in communities with more than 7% immigration by non-native speakers of English, and 47% in communities with family income above the provincial average.

Thirty percent of these employers said that communication problems with limited speakers of English occurred "a lot" in their businesses, 43% said such communication problems "sometimes" happened", and 27% said such problems "never" happened. The

major communication problem, described by 73% of these people, was said to be not understanding or being able to describe specific terms, instructions, procedures or policies. In addition, 13% mentioned problems of having to use unskilled interpreters or translators, and 10% mentioned problems with people not knowing cultural norms or experiencing inequities at work.

In regards the use of ESL or immigrant services in their communities, 3% of these employers or employment counselors said they thought the services were "always" being used, 33% said they were used "a lot", 27% said they were only used "sometimes", and 37% either did not know or thought the services were "never" being used. The major reasons these people cited for not using existing ESL or immigrant services were family responsibilities (cited by 53%), programs not being available locally or having waiting lists to enter them (cited by 37%), expense of the programs (cited by 17%), program content or scheduling unsuitable (cited by 13%), and inadequate transportation (cited by 7%).

These employers or employment counselors recommended the following to improve existing ESL or immigrant services: provide more ESL instruction for specific purposes or groups (37%); increase the number, scheduling, and range of ESL courses offered (30%); increase government assistance (23%); provide alternative forms of delivery (23%); develop interpretation and translation services (17%); provide more ESL teacher education and program supports (3%).

ESL instructors

A total of 136 adult ESL instructors and program administrators were interviewed, 82% in the greater Vancouver and Victoria areas, 68% in communities with more than 7% immigration by non-native speakers of English, and 48% in communities with higher than average family income. This population was more thoroughly sampled, relative to the

other populations interviewed, because of a higher rate of agreement to participate in the research as well as ease of initial identification through membership lists of professional associations.

Among these ESL instructors and administrators, 4% said immigrants in their communities "always" used their programs, 36% said immigrants in their communities used their programs "a lot", 42% said immigrants in their communities used their programs only "sometimes", and 18% said immigrants in their communities "never" used their programs.

These ESL professionals perceived existing services to be providing immigrants with a transition into participation in the mainstream society (according to 30%), improving immigrants' functional English or communication or work (according to 24%), providing interpretation or translation services (according to 20%), and improving specific language skills (mentioned by 7%).

The reasons these people mentioned for existing ESL and immigrant services not being used were: family responsibilities (77%); programs not available locally or having waiting lists to enter them (68%); lack of transportation (48%); expense of programs (47%); program content or scheduling being unsuitable (31%); and lack of awareness of programs (4%).

These instructors and administrators suggested that ESL and immigrant services in their communities could be improved by: providing more ESL instruction for specific purposes or groups (64%); increasing the number, scheduling, and range of ESL courses offered (42%); providing alternative forms of delivery (37%); increasing government assistance (30%); providing more ESL teacher education and program supports (12%); improving translation, interpreting, and counselling services (5%); and

orienting the majority society better to the needs of immigrant communities and cultural differences (4%).

Summary

Considerable similarity in the responses emerges across the six populations interviewed. All recognize prevalent communication problems for immigrants in B.C. with limited English in the domains of shopping, health care, family education, and work. These communication problems appear to be most conspicuous, pervasive, and distressing in the domain of health care, perhaps because of its integral, consequential need for all individuals and because the other domains of social activity investigated, such as schooling or work, have implicit institutional means of regulating contacts with limited speakers of English (e.g. educators or employers are not necessarily obliged to interact extensively with adult immigrants). Nonetheless, communication problems in these other social domains are reported to be sufficiently extensive to warrant serious concern.

The communication problem most frequently cited by all populations relates to adult immigrants with limited English not understanding or being able to describe specific terms, instructions, procedures or policies. This problem appears to impact almost equally on work, health care, education, and retail sales activities, apparently frustrating the efficiency, effectiveness, and equity of activities in these domains. However, other kinds of communication problems also appear consistently and no doubt interact with each another in actual situations.

Many respondents in all domains found it difficult to say exactly how existing ESL and immigrant services were helping immigrants with limited English in B.C., although most considered these services to be assisting adults to improve their functional English for communication and work or to participate more fully in Canadian society. Reasons for

existing ESL programs and services not being used in B.C. are reportedly complex, involving a lack of relevant programs in many communities and inaccessibility to them for such reasons as family responsibilities, waiting lists, expense, or transportation.

All populations appear to agree on the high priority of providing more ESL instruction for specific purposes and populations, providing alternative forms of delivering ESL instruction, and increasing the number, scheduling, and range of ESL course offerings. Recommendations were also made, but by fewer people, to increase government assistance for ESL learners, develop more interpretation and translation services, orient the majority population to understand immigrant communities better, or provide more ESL teacher education and program supports.

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APPENDIX A: Issues IDENTIFIED IN FOUR PREVIOUS REPORTS

B.C.

Directions ESL (1981). Immigrant Settlement Services in Vancouver. Brief presented to government officials at a meeting held at The Teacher Centre, Vancouver, May 22.

Selman. M. (1979). Discussion Paper 04/79, English as a second language for adults. Victoria: B.C. Ministry of Education, Science and Technology.

Canada

Canada Employment and Immigration Advisory Council. (1990a). Immigrants and language training. Ottawa: Draft Report presented to the Minister of Employment and Immigration.

Employment and Immigration Canada. (1990b). Report on the consultations on immigration for 1991-1995. Ottawa: Employment and Immigration Canada.

Orientation/Counselling Issues

* Realistic and relevant pre- and post-arrival orientation to life in Canada is needed. (1981)(1990b)

* More counselling and referral services are needed. (1981)

* A need for more home-school liaison workers to bridge the gap between home, school, and community. (1981)

* Immigrant parents need information about and orientation to the goals and requirements of the new school system in their native languages.(1981)

* Immigrants need advice and direction in the process of adapting their previous education and experience to a new environment.(1981)

* Multilingual-multicultural employment counsellors are needed to help bridge the gap between old and new environments, making adjustment easier.(1981)

* Orientation to the workplace in Canada along with the English to accompany it is a priority for many immigrants even when they have previously had specialized training.(1981)

* Orientation should be available for men and women in order that they understand the

North American concepts of male/female roles, value systems for parental authority, family relations, etc. and acceptable social behaviour.(1981)(1990b)

* Adolescents may be faced with psychological problems when under the pressures of learning a new language, being faced with adulthood, identifying with a new peer group, having school studies interrupted, or preparing for an uncertain future in education/the workplace.(1981)(1990b)

* Factual information about Canada for prospective immigrants is lacking.(1981)(1990b)

* Canadian Employment Centre counsellors do not have the requisite skills to determine the language needs of their clients - majority of trainees are male. (1990a)

Funding Issues

* Direct services to immigrants are impeded by "fee for service" funding, which attempts to assign an quantitative value to the service required. (1981)

* Only funds some part of the immigrant population for language training. Not all immigrants eligible for language training. (1990a)(1990b)

* Disparity in funding for men and women (less females deemed eligible). In many cases women are denied access.(1990a)

* Because of underfunding, a four- to six-month waiting period (in the Toronto area) may be incurred.(1990a)(1990b)

* Funding is unpredictable. (1990a)

* Budget limitations cause immigrants to be turned away from language programs.(1979)(1990b)

* Fiscal responsibility for immigrant settlement rests with all levels of government.(1981)

* Short-term funding, residency restrictions, and accountability measures are placing constraints on the provision of necessary services.(1981)

Agency Issues (Immigration/Educational/Government)

* The three-year residency limit imposes an unrealistic constraint on the services required.(1981)

* Inconsistent integration between college and community.(1990a)

* Lack of national (training) standards. (1990a)(1990b)

* A partnership among the private sector and all levels of government is needed. (1990b)

Language Training Issues - Immigrant

* Successful adjustment depends on immigrants' ability to communicate in the official language(s). (1990a)

* Obvious educational needs for: language, citizenship and culture, survival and life skills, vocational training, basic education (1979)

* English language support should be available to all who require it. (1981)

* The inclusion of pre-school in the educational mandate should be considered. (1981)

* English Language Training is a priority for all immigrants in order for them to adjust to life and work in Canada.(1981)

* High dropout rates because of "unsatisfactory progress" and "course unsuitability." (Ontario) (1990a)

Program Implementation Issues

* The selection of school personnel - should reflect the multilingual-multicultural nature of the community.(1981)(1990b)

* The duration of the training is insufficient to allow immigrants to gain the proficiency needed to practice the profession or trade for which they have been trained - the highest level provided by colleges is equivalent to grade 3.(1990a)

* There is no uniform duration for language training.(1990a)

* Lack of flexibility in meeting particular needs of immigrants at differing levels of proficiency. (1990a)

* Placement differs between colleges.(1990a)

* Continuous intake may pose problems to teachers.(1990a)

* Other types of programs end up catering to immigrants destined to the workforce because work-oriented programs are insufficient. (1990a)

* There is no assurance of quality control. (1990a)

* Selection criteria of training agencies is not always equitable.(1990a)

* Independent programs pursue different objectives - duplication occurs.(1990a)

* Poor and unstable employment conditions for ESL teachers. (1990a)

* Inappropriate curriculum (many materials taken from Britain and USA rather than developed for Canadian situations). (1990a)(1990b)

Social and Political Tensions

* Poor language skills prevents immigrants from participating in and understanding the current social and political issues and their implications - may be a citizen in name only.(1990a)(1990b)

* Family breakdowns and racial tensions often result.(1979)

* The Canadian public needs to be informed of the social, cultural, and economic advantages of immigration and to accommodate these better.(1981)(1990b)

* Unemployed workers may feel threatened by increased numbers of immigrants. (1990b)

Women/Children/Special Needs

* Children are handicapped by a lack of English and unfamiliarity with English culture.(1979)(1981)(1990b)

* ESL children with learning difficulties or disabilities should be diagnosed and given special attention as quickly as possible.(1981)

* Women who are in the dependent category require access to orientation/language training.(1981)(1990b)

* Immigrant women who have no access to day care cannot take advantage of language training programs.(1990b)

* No provision for dealing with the problems of illiterates. (1990a)

Employment Issues

* Immigrants are unable to use the skills they already have (underemployment). (1979)(1990b)

* Finding employment is difficult.(1979)(1981)

* Technical or vocational training, upgrading or accreditation may be impossible to

receive. Result is immigrants remaining in low-paying jobs.(1979)

* Immigrants may become dependent on government assistance.(1979)

* A system of matching, accrediting and upgrading skills to the Canadian workplace is needed.(1981)

* Information about job requirements, placements, and opportunities should be available in many languages.(1981)

Health and Housing Issues

* Medical problems among immigrant women.(1979)

* Larger number of industrial accidents due to psychological problems or lack of safety education.(1979)(1990b)

* The familiar standards of health care and nutrition may be difficult to practice in Vancouver or may not be considered adequate here.(1981)

* Refugees frequently suffer from trauma and psychological stress because of frustration and disorganization of their role system and partial disturbance of social identity. This may result in delusions of persecution, poor sleep, states of confusion, feelings of insecurity, resentment and fatigue. (1990a)

* Housing availability cannot be ignored when considering services available to support increases in immigration. (1990b)

APPENDIX B: SURVEY LETTERS AND INSTRUMENTS

January 17, 1991

Dear Colleague:

This is to inform you that the University of British Columbia has been commissioned by the Ministry of International Business and Immigration to undertake a needs assessment with respect to adult English as a Second Language in British Columbia. Much of the required information rests with the colleges, universities, and involved school districts. I would therefore invite your cooperation and request that an appropriate person from your institution be selected to prepare a response to the enclosed questionnaire. Please pass the questionnaire and explanatory covering letter on to your ESL representative.

The survey is intended to describe current services and identify unmet needs for English Language training. Such information will be useful to government and the institutions for planning purposes.

The study as a whole will be directed by Dr. Alister Cumming at the University of British Columbia who will be carrying out a demographic survey as well as a detailed analysis of community needs through a number of case studies conducted in communities representative of B.C. populations. An advisory committee representative of practitioners, administrators and both levels of government has been established. Specific data collection on existing programs will be carried out by Ms Beryl Tonkin who will be working out of our Ministry's offices. Responses to the questionnaire will be taken over the phone. Please ensure that your institutional representative has contacted Beryl by the first week of February to set up an appointment. She can be reached at 387-6189 (afternoons) or 598-4615 (evenings).

Yours sincerely,

N.A. Rubridge
Director
Colleges and International Education

Telephone 387-6189
FAX: 356-8851

From the office of
The Ministry of Advanced Education,
Training and Technology
838 Fort Street
Victoria, B.C., V8V 1X4

January 17, 1991

Dear ESL Colleague,

ADULT ESL IN B.C. - DESCRIPTIVE SURVEY

This is to inform you that the University of British Columbia has been commissioned by the Ministry of International Business and Immigration to undertake a needs assessment with respect to adult English as a Second Language in British Columbia.

The survey is intended to describe current services and identify unmet needs for English Language training. Such information will be useful to government and the institutions for planning purposes.

The study as a whole will be directed by Dr. Alister Cumming at the University of British Columbia who will be carrying out a demographic survey as well as a detailed analysis of community needs through a number of case studies conducted in communities representative of B.C. populations.

The attached questionnaire is the data collection part of the survey. When you have had a chance to gather the information requested, please get in touch with me by phone so that we can go over the questions together and record your responses. The information about your programs will relate the January 1991, but questions are asked about other times of year. You do not have to return the questionnaire. Prompt preparation of this material is necessary because all data will have to be collected by the first week of February.

In order to obtain an accurate estimate of student needs not being met at present, the last page of the questionnaire asks for as much information as possible on the number of students not accommodated and the type of programming necessary to serve them.

The information you report will be incorporated, along with the results of the work done by Dr. Alister Cumming, into a final report to be presented to the province at the end of March. The purpose of the survey is to describe, not to evaluate, the situation. It is emphasized that all the information you supply will be confidential; the final report will summarize data collected without identifying sources directly.

In order to ensure as much uniformity as possible in the interpretation of terms used in the questionnaire, some explanations are offered in the attached glossary.

You can reach me at the office of the Ministry of Advanced Education, Training and Technology in Victoria:

Telephone:	387-6189 (afternoons)
FAX:	356-8851
or at home:	598-4615 (evenings)

Thank you for your cooperation in this survey which will be fundamental to describing ESL services in B.C. more coherently and comprehensively.

Yours sincerely,

(Beryl Tonkin)

Attached: - glossary (1 page)
- questionnaire (6 pages)

GLOSSARY: For the data collected to be at all useful, we must make sure that all institutions count students the same way. This is one reason why the responses are being obtained by telephone - so that queries can be discussed before the information is recorded. I hope we can all agree to accept these explanations for the purpose of this survey.

STUDENT INFORMATION (Question 4)

Total Registrations v. Number of Students:

In some cases, students register for more than one course. This would be counted as two (or more) registrations in the Total Registration count. On the other hand, the actual number of students served is also an important figure to have. We would be grateful if you could separate these two counts and give the actual number of students (enrolment headcount) as well as the total registration figure.

STUDENT PROFICIENCY (Question 6)

It would be useful to have an approximate breakdown of the general English proficiency of students in your program. Please include all students in the broad categories of Beginner/Intermediate/Advanced as defined by your institution. In addition, please give the numbers in the other categories listed.

FUNDING

(a) Base Budget, i.e. the on-going annual budget for your program from the budget of your institution. In the college system, for example, the base budget funds courses for Canadian Citizens, Landed Immigrants and Refugee Claimants (CC/LI/RC).

(b) R.A.C. (Request for Additional Courses) i.e. funding provided over and above the base budget, for a limited period, for a specific group of students or a specific course (e.g. CEIC funding).

(c) Cost Recovery, i.e. the fee for students is calculated to recover the cost of offering the course.

- Continuing Education or Extension Department courses are offered on a cost recovery basis for all students, including CC and LI.

- Private institutions operate on a cost recovery basis.

- International Students (I.S.) pay fees based on cost recovery, whether the institution sets up separate courses for I.S. or places them in "regular" classes according to language proficiency.

PLEASE NOTE:

- If the interpretation of any particular term or item in the questionnaire is not clear to you, please do not hesitate to call me.

- If any of these explanations (or any items in the questionnaire) do not apply to you, or are not true for you, please make a note and mention the point when we are filling in details of your program over the phone.

MANY THANKS

BT/Jan.17/91

QUESTIONNAIRE ON ADULT ESL IN B.C. (DESCRIPTIVE SURVEY - JANUARY 1991)

Name of College/Institute _____

Address: _____

_____

Name of ESL Contact: _____

Position of ESL Contact: _____

Telephone: _____ FAX: _____

1. TYPE OF PROGRAM (indicate all that you offer). If your institutions offers more than one program, details of each will be recorded separately by the interviewer over the phone.

1.1 _____ General Communication Skills, i.e. courses which prepare students to function effectively in English; they may have a general or specific focus.

1.2 _____ Preparation for Academic Study, i.e. courses which prepare students for academic studies. They may have a general or specific focus and may be offered at several levels.

1.3 _____ Preparation for Employment, i.e. courses which prepare students for the workforce. They may have a general or specific focus and may be offered at several levels.

1.4 _____ Settlement, Orientation and Citizenship, i.e. courses which help newcomers to adapt to the Canadian social and cultural environment. They may be basic survival language skills or higher level language skills.

2. LENGTH OF COURSE

Do you have fixed registration dates? Yes/No _____ Or continuous intake? _____

Dates of present term: Started: _____ Ends: _____

(1-9 hrs/week) _____ hours x _____ weeks = _____ total number of hours

(10-20 hrs/week) _____ hours x _____ weeks = _____ total number of hours

(21-30 hrs/week) _____ hours x _____ weeks = _____ total number of hours

3. COSTS TO STUDENTS FOR CURRENT TERM

		Canadian Citizens, Landed Immigrants & Refugee Claimants (CC/LI/RC)	International Students (I.S.)
3.1	Tuition fee per contact hour:	_____	_____
3.2	If additional fees are charged, please give details:		
	Type of charge:		
	_____	_____	_____
	_____	_____	_____

4. STUDENT INFORMATION (see glossary)

		CC/LI/RC	R.A.C.	I.S.
4.1	January 1991			
	a. Total registrations:	_____	_____	_____
	b. Total number of students (i.e. enrolment headcount)	_____	_____	_____
4.2	Fall 1990 (September-December)			
	a. Total registrations:	_____	_____	_____
	b. Total number of students (i.e. enrolment headcount)	_____	_____	_____
4.3	Spring/Summer 1990 (May-August)			
	a. Total registrations:	_____	_____	_____
	b. Total number of students (i.e. enrolment headcount)	_____	_____	_____

5. CLASS INFORMATION (January 1991)

5.1	How many classes are offered now?	_____
5.2	Average class size now?	_____
5.3	Maximum class size?	_____
5.4	Total capacity of program when all classes are full, i.e. (5.1) x (5.3)	_____

6. STUDENT PROFICIENCY (see glossary): Please give the number of students at each level in January 1991:

	CC/LI/RC	R.A.C.	I.S.
6.1 Total number of beginners:	_____	_____	_____
6.2 Total number of intermediate:	_____	_____	_____
6.3 Total number of advanced:	_____	_____	_____
6.4 Number taking part-time ESL plus academic courses	_____	_____	_____
6.5 Multi-level groups:	_____	_____	_____
6.6 Other groups - specify (e.g. literacy, drop-in students)			
_____	_____	_____	_____
_____	_____	_____	_____

7. PLACEMENT AND PROMOTION: Please indicate which of the procedures listed are used by your institution. (The interviewer will be interested in details over the phone.)

	PLACEMENT	PROMOTION
7.1 Standardized test(s):	_____	_____
7.2 Tests prepared by the institution/instructors:	_____	_____
7.3 Interviews:	_____	_____
7.4 Writing samples:	_____	_____
7.5 Other procedures:	_____	_____

7.6 Are any of the above procedures administered by an external institution? If so, please give details.

_____

_____

8. INSTRUCTORS

8.1 Number of teachers employed:

Full-time: _____

Part-time: _____

Total: _____

8.2 Number of teachers employed:

On continuing contracts: _____

On short-term contracts: _____

Total number: _____

8.3 Of the total number of instructors, how many have the following qualifications:

a. _____ ESL diploma/certificate

b. _____ bachelor degree in ESL or related subject

c. _____ master's degree in ESL or related subject

d. _____ Ph.D. in ESL or related subject

e. _____ bachelor degree

f. _____ master's degree

g. _____ doctorate

8.4 Of the total number of instructors, how many have the following number of years of experience:

a. _____ less than one year

b. _____ 1-5 years

c. _____ 5-10 years

d. _____ more than 10 years

8.5 Do you use volunteer teachers? If so, how many: _____

9. WISH LIST: If additional funding were available for your program, which aspects could benefit most from improvement? Indicate your priorities as follows:

1 - no need
2 - some need
3 - great need
4 - essential

9.1 _____ curriculum

9.2 _____ equipment/materials/resources

9.3 _____ staffing (instructors and/or administrative assistance)

9.4 other (specify:_____)

10. PROGRAM SUPPORT SERVICES: Indicate which services are accessible to your students:

10.1 _____ child care

10.2 _____ transportation

10.3 _____ counselling and orientation in student's mother tongue

10.4 _____ interpretation and translation services

10.5 _____ other (specify: _____)

10.6 _____ Are there other support services which would be useful to your students:

_____

11. Does any other department at your institution deliver ESL instruction of any kind? If so, please give me the name and phone number of the person to contact:

Name: _____ Phone: _____

12. TELEPHONE FOLLOW-UP

- In the interests of speed and accuracy, collection of data from this questionnaire is going to be conducted by phone, at a time convenient to you.
- If you wish to discuss any of the items in the questionnaire while you are gathering information, please feel free to call me at the telephone numbers given in the letter at the front of this questionnaire.
- Similarly, if you have any comments to make on any part of the questionnaire which will clarify your own situation, it will be possible to include brief notes when making the final record of your responses in our phone conversation, so please have them ready!
- Other relevant comments: if you wish, you may FAX comments to me at this number: FAX: 356-8851

THANK YOU FOR YOUR ASSISTANCE.

PLEASE REMEMBER THAT THE INFORMATION HAS TO BE COLLECTED BY THE FIRST WEEK OF FEBRUARY.....

..... Now please turn to page 6: UNMET NEEDS

13. UNMET NEEDS: This final section of the questionnaire is designed to find, out as accurately as possible, the needs that are not being met by the present system in terms of student numbers and programming required.

Note: If exact numbers are not readily available, and you wish to given an estimate based on past experience, please indicate this when you give me your figures.

13.1 Do you keep wait lists? SOMETIMES_____ YES_____ NO_____

13.2 Number on wait list now (if January classes are full): _____

13.3 Number of students not accommodated in Fall 1990 term: _____

13.4 Do you conduct testing and placement procedures for students waitlisted? (i.e. after classes are full): YES_____ NO_____

13.5 If YES, give the number of students you cannot accommodate at each level:

Beginner_____ Intermediate_____ Advanced_____

Other (specify):_____

13.6 Do you allow students to repeat a level? YES_____ NO_____

13.7 Do you allow students to continue in the program as long as they wish? YES_____ NO_____

13.8 How many months, on average, do students spend in your ESL program? _____

13.9 In your experience, is your program able to accommodate all the ESL students who apply to your program? YES_____ NO_____

13.10 If NO, why are you not able to accommodate them? (Indicate all that apply to you)

a. inadequate funding: _____

b. class size cannot be further increased: _____

c. no space available for additional classes: _____

d. not enough teachers: _____

e. programming needs of students cannot be met (specify): _____

f. other (specify):_____

13.11 If the information is readily available, please tell us about the students you are unable to accommodate:

a. age range:_____

b. proportion of male/female:_____

c. reasons for learning English:_____

d. mother tongue (3 main groups): _____

APPENDIX C - AGENCIES SURVEYED PROVIDING ADULT ESL INSTRUCTION IN B.C.

School Districts (2 not offering ESL in January, 1991)

School District No. 28 - Quesnel
Continuing Education
450 Bowron Avenue, Quesnel, BC, V2J 2H5

School District No. 35 - Langley
Continuing Education
22259-48th Avenue, Langley, BC, V3A 3Z7

School District No. 36 - Surrey
Continuing Education
211-17704 56th Avenue, Surrey, BC, V3S 1C9

School District No. 37 - Delta
Continuing Education
1100-56th Street, Delta, BC, V4L 2A3

School District No. 38 - Richmond
Continuing Education
7811 Granville Avenue, Richmond, BC, V6Y 3E3

School District No. 39 - Vancouver
Continuing Education
1678 West Broadway, Vancouver, BC, V6J 1X6

School District, No. 40 - New Westminster
Continuing Education
Box 790, 821 8th Street, New Westminster, BC, V3L 4Z8

School District No. 41 - Burnaby
Continuing Education
5325 Kincaid Street, Burnaby, BC, V5G 1W2

School District No. 42 - Maple Ridge/Pitt Meadows
Continuing Education
21911C - 122nd Avenue, Maple Ridge, BC, V2X 3X2

School District No. 43 - Coquitlam
Continuing Education
550 Poirier Street, Coquitlam, BC, V3J 6A7

School District No. 44 - North Vancouver/North Shore
Continuing Education
2132 Hamilton Avenue, North Vancouver, BC, V3P 2M3

School District No. 46 - Sunshine Coast
Continuing Education
Box 888, Sechelt, BC, V0N 3A0

School District No. 48 - Howe Sound
Continuing Education
Box 250, Squamish, BC, V0N 3G0

School District No. 57 - Prince George
Continuing Education
1894-9th Avenue, Prince George, BC, V2M 1L7

School District No. 62 - Sooke
Continuing Education
3143 Jacklin Road, Sooke, VC, V9B 5R1

School District No. 72 - Campbell River
Continuing Education
103-250 Dogwood Street, Campbell River, BC, V9W 2X9

Community Colleges

Liberal Arts and Access
Programs and International Education, Camosun College
Lansdowne Campus
3100 Foul Bay Road
Victoria, BC, V8P 4X8

Instructional Programs
Capilano College
2055 Purcell Way
North Vancouver, BC, V7J 3H5

Cariboo College
900 College Drive
Box 3010
Kamloops, BC, V2C 5N3

College of New Caledonia
3330-22nd Avenue
Prince George, BC, V2N 1P8

Douglas College
700 Royal Avenue
Box 2503
New Westminster, BC, V3L 5B2

East Kootenay Community College
2700 College Way
Box 8500
Cranbrook, BC, V1C 5L7

Fraser Valley College
East Campus
45600 Airport Road
Chilliwack, BC, V2P 6T4

Kwantlen College
Surrey Campus
12666-72nd Avenue
Box 9030
Surrey, BC, V3W 2M8

Malaspina College
900 Fifth Street

Nanaimo, BC, V9R 5S5

North Island College
Comox Campus
156 Manor Drive
Comox, BC, V9N 6P7

Northern Lights College
Dawson Creek Campus
11401-8th Street
Dawson Creek, BC, V1G 4G2

Northern Lights College
Fort Nelson Campus
Box 860
Fort Nelson, BC, V0C 1R0

Northwest Community College
Terrace Campus
5331 McConnell Avenue
Box 726
Terrace, BC, V8G 4C2

Okanagan College
1000 KLO Road
Kelowna, BC, V1Y 4X8

Selkirk College
Frank Beinder Way
Box 1200
Castlegar, BC, V1N 3J1

Vancouver Community College
King Edward Campus
1155 East Broadway
Box 24700, Station C
Vancouver, BC, V5T 4N4

Universities and Open Learning Agency

University of British Columbia
English Language Institute
Centre for Continuing Education
5997 Iona Drive, Vancouver, BC, V6T 2A4

Simon Fraser University
Continuing Studies
Burnaby, BC, V5A 1S6

University of Victoria
University Extension
Box 1700, Victoria, BC, V8W 2Y2

Open Learning Agency
300-475 W. Georgia
Vancouver, BC, V6B 4M9

Open Learning Agency
7671 Alderbridge Way
Richmond, BC, V6X 1Z9

Immigrant Serving Organizations with ESL Programs
1991)

Burnaby Multicultural Society
2nd Floor, 250 Willingdon Avenue
Burnaby, BC, V5H 2C1
Welcome Centre
6528 Deer Lake Avenue
Burnaby, BC, V5G 3T6

Central Vancouver Island Multicultural Society
Suite 114, Community Services Facility
285 Prideaux Street
Nanaimo, BC, V9R 2N2

Chilliwack Community Services
45845 Wellington Avenue
Chilliwack, BC, V2P 2E1

Cowichan Valley Intercultural and Immigrant Aid Society
Box 800
Duncan, BC, V9L 3Y1

Immigrant Services Society of BC
Room 501-333 Terminal Avenue
Vancouver, BC, V6A 2L7

Intercultural Association of Greater Victoria
200-2504 Government Street
Victoria, BC, V8T 4P7

Jewish Community Centre
950 West 41st Avenue
Vancouver, BC, V5Z 2N7

Kamloops Cariboo Regional Immigrants Society
312-141 Victoria Street
Kamloops, BC, V2C 1Z5

Kelowna Multicultural Society
1304 Ellis Street
Kelowna, BC, V1Y 1Z8

Little Mountain Neighbourhood House

3981 Main Street
Vancouver, BC, V5V 3P3

Matsqui-Abbotsford Community Services
2420 Montrose Avenue
Abbotsford, BC, V2S 3S9

MOSAIC
1522 Commercial Drive
Vancouver, BC, V5L 3Y2

OASIS (Orientation Adjustment Services for Immigrants)
8165 Main Street
Vancouver, BC, V5X 3L2

Pacific Immigrant Resources Society
c/o Britannia Community Centre
1661 Napier Street
Vancouver, BC, V5L 4X4

Richmond Multicultural Concerns Society
100-4040, No. 3 Road
Richmond, BC, V6X 2C2

South Vancouver Neighbourhood House
6470 Victoria Drive
Vancouver, BC, V5P 3X7

Success (United Chinese Community Enrichment Services)
449 East Hastings Street
Vancouver, BC, V6A 1P5

Surrey-Delta Immigrant Services Society
13719-72nd Avenue
Surrey, BC, V3W 2P2

Trail and District Multicultural Society
Box 308
Trail, BC, V1R 4L8

The Immigrant and Multicultural Society
Box 1516
Prince George, BC, V2L 4V5

Vernon and District Immigrant Services
3103A 31st Avenue
Vernon, BC, V1T 2G9

YM/YWCA
800 Courtney Street
Victoria, BC

Private Colleges and Institutes (4 not adult programs, 1 not offering ESL in January, 1991)

Burnaby College Ltd.
450-4800 Kingsway
Burnaby, BC, V5H 4J2

Canada Language Centre
200-549 Howe Street
Vancouver, BC, V6C 2C6

Canada Pacific College International
Suite 2-2563 Penrhyn Street
Victoria, BC, V8N 1G2

Canadian International College
2420 Dollarton Highway
North Vancouver, BC, V7H 1B1

Columbia College
English Language Centre
6037 Marlborough Avenue
Burnaby, BC, V5H 3L6

Dorset Community College
555 West 12th Avenue (East Wing)
Vancouver, BC, V5Z 3X7

E.M.E. Learning Centre
918-510 West Hastings Street
Vancouver, BC, V6B 1L8

English Through Friendship
4795 Main Street
Vancouver, BC, V5V 3R6

Fraser-Pacific College Inc.
8280 Lansdowne Road
Richmond, BC, V6X 1B9

GEOS English Academy
419-808 Nelson Street
Vancouver, BC

Horizon College

Suite 200-1177 W. Broadway
Vancouver, BC, V6H 1G3

Langley College of Trade and Commerce
20621 Logan Avenue
Langley, BC, V3A 7R3

Pacific Language Institute Inc.
3rd floor, 755 Burrard St.
Vancouver, BC, V6Z 1X6

Pan Pacific Language Institute
Suite 202-535 Thurlow Street
Vancouver, BC, V6E 3L2

Royal Canadian College
4255 Inverness Street
Vancouver, BC, V5V 4W9

St. Thomas Aquinas High School
454 Keith Road
North Vancouver, BC

Union College
2651 East Hastings STreet
Vancouver, BC, V5K 1Z5

Vancouver English Language Centre
2680 West 4th Avenue
Vancouver, BC, V6K 1P7

Vancouver Formosa Academy
5621 Killarney Street
Vancouver, BC, V5R 3W4

Vanwest English Language Learning Centre
101-1632 West 7th
Vancouver, BC, V6K 2W4

Westcoast English Language Centre Ltd.
Suite 604, 21 Water Street
Vancouver, BC, V6B 1A1

APPENDIX D: INTERVIEW SCHEDULES FOR CASE STUDIES

Adult Immigrant Responses Site _____ Interviewer _____ Respondent _____ 1

Interview Schedule

Introduction

Thank you for agreeing to participate in this study.

1. The purpose of this interview is to collect information to help improve services for English as a Second Language (E.S.L.) instruction for adult immigrants settling in B.C. I am going to ask you about your perceptions of using English and about ESL services in this community.

2. As you know, the interview is confidential and you can refuse to answer any question or may stop the interview at any time.

3. This interview has 7 parts. It will last about 20 minutes. After collecting some brief background information about you, I will ask you about problems related to your consumer activities, medical consultations, education, and work experience. Finally, I will ask you to comment on the ESL and settlement services offered to immigrants. Some questions ask for yes or no answers. Some will ask you to provide specific examples: in most cases please just provide the first or most important specific example that occurs to you. In these questions, I will ask you to rate your responses on the following scale:

never (or no), sometimes, a lot, always

Choose the answer which is closest to your experience. If you do not think that you can answer, please let me know. It is not necessary to answer every question, if you do not think you can.

Adult Immigrant Responses Site _____ Interviewer _____ Respondent _____ 2

Section One - This part asks about your background.

Site _____ Interviewer _____ Respondent _____

Gender ____

How old are you? ____years

How many years did you go to school? _____years

How many years have you lived in Canada? _____years

How many years have you lived in B.C.? _____years

What languages do you speak (can have a conversation in)? _____

_____

What language do you usually speak at home? _____

What was your country of citizenship before you came to Canada? _____

Adult Immigrant Responses Site _____ Interviewer _____ Respondent _____

Section Two - This part asks about your shopping and consumer activities.

1.0 Do you shop at stores in your community? Yes __ No __

1.1 If not, why not? _____

_____

_____ _____

2.0 If yes, have you ever had problems communicating in English when you were shopping? 0 1 2 3
(No-0, sometimes-1, a lot-2, always-3)

2.1 Can you give one common example of a communication problem?

_____

_____ _____

Section Three - This part asks about the health services that you use.

1.0 Do you use medical services in your community, such as nurses, doctors, dentists, x-ray, physiotherapists, lab, chiropractors, acupuncturists, pharmacists, hospitals? Yes __ No __

1.1 If not, why not? _____

_____

_____ _____

2.0 How often do you use English when you use these medical services? 0 1 2 3
(Never-0, sometimes-1, a lot-2, always-3)

3.0 Have you ever had problems finding or using medical services? Yes __ No __

3.1 If yes, how often are those problems related to communicating in English? 0 1 2 3
(Never-0, sometimes-1, a lot-2, always-3)

3.2 Can you give one common example of a communication problem?

_____

_____ _____

Section Four - This part asks about your education and the education of your family.

1.0 Have you attended school in B.C.? Yes __ No __
(community college, language school, private schools, university, community centre classes, public schools)

1.1 If not, has someone in your immediate family attended school in B.C.? Yes __ No __
(circle who: children, wife, or husband, _____)

1.2 If not, why not? Or If yes, which kinds of schools?

_____

_____

2.0 How often do you speak to the staff at the school? 0 1 2 3
(Never-0, sometimes-1, a lot-2, always-3)

3.0 Have you ever had problems with the school? (e.g. problems in - registering talking with teachers and students, finding courses, etc.)? Yes __ No __

3.1 If yes, how often are those problems related to communicating in English? 0 1 2 3
(Never-0, sometimes-1, a lot-2, always-3)

3.2 Can you give one common example of a communication problem?

_____

_____

Section Five - This part asks about your work.

1.0 What was your job in your country of origin (before you came to Canada)?

_____

1.1 Have you ever worked in B.C.? Yes __ No __

1.2 If not, why not? Or What kinds of jobs?

	Full-time	Part-time
_____	_____	_____
_____	_____	_____
_____	_____	_____

2.0 Did you use English when you were looking for that job? 0 1 2 3
(Never-0, sometimes-1, a lot-2, always-3)

2.1 If you did not always use English, why not?

_____

_____

2.2 Did you have problems communicating with employers when you were looking for that job? (Never-0, sometimes-1, a lot-2, always-3) 0 1 2 3

2.3 Can you give one common example of a communication problem?

_____

_____ _____

3.0 How often do you use English when you speak to people at work now? (Never-0, sometimes-1, a lot-2, always-3)

Superiors or Boss 0 1 2 3

Colleagues 0 1 2 3

Subordinates or Employees 0 1 2 3

3.1 If you do not always use English, why not?

_____

_____ _____

3.2 If yes, how often have you had problems communicating in English with co-workers? (Never-0, sometimes-1, a lot-2, always-3) 0 1 2 3

3.3 Can you give one common example of a communication problem?

_____

_____ _____

Adult Immigrant Responses Site _____ Interviewer _____ Respondent _____ 6

Section Six This part asks about community services.

1.0 Which of the following programs have you used in your community or at your work?

1. ESL courses: conversation _____ Yes __ No

English for the workplace_____ Yes __ No

academic _____ Yes __ No

2. Settlement orientation _____ Yes __ No

3. Counselling _____ Yes __ No

4. Translators or interpreters _____ Yes __ No

1.1 Can you give a specific example of how one of these programs helped you?

_____

_____

2.0 If you are familiar with other ESL or settlement programs, why have you not used them?

1) not helpful Yes __ No
2) unsuitable Yes __ No
3) illness Yes __ No
4) maternity Yes __ No
5) child-care Yes __ No
6) expense Yes __ No
7) transportation Yes __ No
8) waiting list Yes __ No
9) too busy Yes __ No
10) family responsibility Yes __ No

3.0 Are there any other kinds of English language or settlement programs that you would like to use? How would these programs help you?

_____

_____

_____

_____

_____

_____

Thank you once again for your assistance in this project.

Interview Schedule

Introduction

Thank you for agreeing to participate in this study.

1. The purpose of this interview is to collect information to help improve services for English as a Second Language (E.S.L.) instruction for adult immigrants settling in B.C. I am going to ask you about your perceptions of using English and ESL services in this community.

2. As you know, the interview is confidential and you can refuse to answer any question or may stop the interview at any time.

3. This interview has 7 parts. It will last about 20 minutes. After collecting some brief background information about you, I will ask you about problems related to the consumer activities, education, medical consultations, and work experience of your students/clients. Finally, I will ask you to comment on the ESL and settlement services offered to immigrants. Some questions ask for yes or no answers. Some will ask you to provide specific examples: in most cases please just provide the first or most important specific example that occurs to you. Some questions will ask you to rate your responses on the following scale:

never (or no), sometimes, a lot, always

Choose the answer which is closest to your experience. If you do not think that you can answer, please let me know. It is not necessary to answer every question if you do not think you can.

Section One - This part asks about your background

Site ____ Interviewer ____ Respondent ____ _____

Gender ____ _____

How old are you? ____years _____

How many years did you go to school? ____years _____

How many years have you lived in Canada? ____years _____

How many years have you lived in B.C.? ____years _____

Where did you live previously? _____ _____

What languages do you speak (can have a conversation in)? _____

_____ _____

What is your job (position)? _____ _____

With which organization (company)? _____ _____

How long have you worked with ESL speakers in B.C.? ____years _____

How many clients/students are you now working with? _____ _____

Who are these clients/students? Gender _____ _____

L1/Country of Origin _____ _____

Age _____ _____

Number of years in Canada _____ _____

ESL Services Responses Site _____ Interviewer _____ Respondent _____ 3

Section Two - This part asks about the shopping and consumer activities of your students/clients.

1.0 Can you think of one common example of communication problems that your students/clients have had while shopping in this community?

_____

_____

_____

_____

Section Three - This part asks about the health services that your students/clients use.

1.0 Can you think of one common example of communication problems that your students/clients have had while finding or using medical services in this community? (nurses, doctors, dentists, x-ray, physiotherapists, lab, chiropractors, acupuncturists, pharmacists, hospital)

_____

_____

_____

_____

Section Four - This part asks about the education of your students/clients.

1.0 Can you think of one common example of communication problems that your students/clients have had dealing with the schools they attend in this community? (e.g. problems in - registering, talking with teachers and students, finding courses, etc.)

_____

_____

_____

_____

Section Five -This part asks about the work that your students/clients do.

1.0 Can you think of one common example of communication problems that your students/clients have had while finding a job and speaking to potential employers?

_____

_____

_____

_____ _____

1.0 Can you think of one common example of communication problems that your students/clients have had with their co-workers? (colleagues, superiors, subordinates)

_____

_____

_____

_____ _____

ESL Services Responses Site _____ Interviewer _____ Respondent _____ 5

Section Six - This part asks about community services.

1.0 How often do your students/clients use the following programs and services? (Never-0, sometimes-1, a lot-2, always-3)

1. ESL courses: conversation _____ 0 1 2 3

English for the workplace_____ 0 1 2 3

academic _____ 0 1 2 3

2. Settlement orientation _____ 0 1 2 3

3. Counselling _____ 0 1 2 3

4. Translators or interpreters _____ 0 1 2 3

1.1 Can you give a specific example of how one of these programs helped your students/clients?

_____

_____

2.0 If you are familiar with other ESL or settlement programs, why have your students/clients not used them?

1) not helpful Yes __ No __
2) unsuitable Yes __ No __
3) illness Yes __ No __
4) maternity Yes __ No __
5) child-care Yes __ No __
6) expense Yes __ No __
7) transportation Yes __ No __
8) waiting list Yes __ No __
9) too busy Yes __ No __
10) family responsibility Yes __ No __

3.0 What other kinds of English language or settlement programs would be valuable for your students/clients? How would these programs help them?

_____

_____

_____

_____

_____

_____

Thank you once again for your assistance in this project.

Public Service Responses Site _____ Interviewer _____ Respondent _____

Interview Schedule

Introduction

Thank you for agreeing to participate in this study.

1. The purpose of this interview is to collect information to help improve services for English as a Second Language (E.S.L.) instruction for adult immigrants settling in B.C. I am going to ask you about your perceptions of using English and ESL services in this community.

2. As you know, the interview is confidential and you can refuse to answer any question or may stop the interview at any time.

3. This interview has 4 parts. It will last about 20 minutes. After collecting some brief background information about you, I will ask you about problems related to your work experience with immigrants. Finally, I will ask you to comment on the ESL and settlement services offered to immigrants. Some questions ask for yes or no answers. Some will ask you to provide specific examples: in most cases please just provide the first or most important specific example that occurs to you. Some questions will ask you to rate your responses on the following scale:

never (or no), sometimes, a lot, always

Choose the answer which is closest to your experience. If you do not think that you can answer, please let me know. It is not necessary to answer every question if you do not think you can.

Section One - This part asks about your background

Site _____ Interviewer _____ Respondent _____ _____

Gender ____ _____

How old are you? ____years _____

How many years did you go to school? _____years _____

How many years have you lived in Canada? _____years _____

How many years have you lived in B.C.? _____years _____

Where did you live previously? _____ _____

What languages do you speak (can have a conversation in)? _____

_____ _____

What is your job (position)? _____ _____

With which organization (company)? _____ _____

How long have you worked in this position? _____years _____

Public Service Responses Site ____ Interviewer ____ Respondent ____ 3

Section Two -- Shopping/Consumer Activities Respondents

This part asks about the shopping and consumer activities of immigrants.

1.0 How often do you encounter customers with whom you have difficulty communicating in English? (Never-0, sometimes-1, a lot-2, always-3) 0 1 2 3

1.1 Who are these patrons? Gender _____ ____

L1/Country of Origin _____ ____

Age _____ ____

Number of years in Canada _____ ____

2.0 Can you give one common example of a communication problem?

_____

_____

_____

_____ ____

Section Two - Health Respondents

This part asks about the health services that immigrants use.

1.0 How often do you encounter patients/clients with whom you have difficulty communicating in English?
(Never-0, sometimes-1, a lot-2, always-3) 0 1 2 3

1.1 Who are these patients/clients? Gender _____ ____

L1/Country of Origin _____ ____

Age _____ ____

Number of years in Canada _____ ____

2.0 Can you give one common example of a communication problem?

_____

_____

_____

_____ ____

Section Two - Family Education Respondents

This part asks about the education of immigrants.

1.0 How often do you have difficulty communicating with your students or their families in English? (Never-0, sometimes-1, a lot-2, always-3) 0 1 2 3

1.1 Who are these students? Gender _____ _____

L1/Country of Origin _____ _____

Age _____ _____

Number of years in Canada _____ _____

2.0 Can you give one common example of a communication problem? (e.g. a problem with - registering, talking with teachers and students, finding courses, etc.)

_____

_____

_____ _____

Section Two - Employment Respondents

This part asks about the work that immigrants do.

1.0 How often do you have difficulty communicating with your employees/co-workers in English? (Never-0, sometimes-1, a lot-2, always-3) 0 1 2 3

1.1 Who are these people? Gender _____ _____

L1/Country of Origin _____ _____

Age _____ _____

Number of years in Canada _____ _____

2.0 Can you give one common example of a communication problem? (e.g. in either hiring or functioning at the job)

_____

_____

_____ _____

Public Service Responses Site _____ Interviewer _____ Respondent _____ 5

Section Three - This part asks about community services.

1.0 How often do your students/patrons/employees/clients use the following programs and services? (Never-0, sometimes-1, a lot-2, always-3)

1. ESL courses: conversation _____ 0 1 2 3

English for the workplace_____ 0 1 2 3

academic _____ 0 1 2 3

2. Settlement orientation _____ 0 1 2 3

3. Counselling _____ 0 1 2 3

4. Translators or interpreters _____ 0 1 2 3

1.1 Can you give a specific example of how one of these programs helped your students/clients/?

_____

_____

2.0 If you are familiar with other ESL or settlement programs, why have your students/patrons/employees/clients not used them? (Only for Employment and Health respondents)

1) not helpful Yes __ No __
2) unsuitable Yes __ No __
3) illness Yes __ No __
4) maternity Yes __ No __
5) child-care Yes __ No __
6) expense Yes __ No __
7) transportation Yes __ No __
8) waiting list Yes __ No __
9) too busy Yes __ No __
10) family responsibility Yes __ No __

3.0 What other kinds of English language or settlement programs would be valuable for your students/patrons/employees/clients? How would these programs help them?

_____

_____

_____

_____

_____

_____

Thank you once again for your assistance in this project.

Appendix E

Glenwood: An Urban Area with High Immigration and Average Family Income

Adjacent to the city's riverfront lumber industry, Glenwood is a working class community with over 70% of its population having a mother tongue other than English, consisting largely of speakers of Punjabi and Chinese but also Latin Americans, Europeans, and various other ethnic groups. The neigbourhood's commercial district is split into three areas. The largest of these stretches along a major road, covering more than ten blocks of shops with signs in several Asian languages. The offices of several community and immigrant service agencies are located in this area to assist recent immigrants. An increasing number of new houses are being built in the area, but most were constructed during the 1940s and 1950s as Glenwood's forests were cleared to house the rapidly expanding city.

Shopping and consumer activities

Most Glenwood residents have little difficulty shopping in the community. Those who speak little English say they are aided while shopping by the visual display of items in stores, requiring them to read or speak little English. Moreover, a large number of stores in the area are owned and operated by Asian immigrants, allowing Punjabi and Chinese immigrants to use their mother tongues while they shop. Many services like banks and credit unions also employ staff who speak the languages of the local immigrant population.

Those immigrants who do have communication problems shopping in Glenwood are usually assisted by their relatives or friends. Such problems tend to arise when having to locate or enquire about items, when the Canadian pricing or currency system is not familiar, or people lack the vocabulary or proficiency in English to describe items or to put the appropriate tone of voice into their conversations in stores.

Health care

Glenwood has a number of family doctors with language and cultural backgrounds similar to those of the local immigrant population, reducing the number of communication problems which could arise during medical treatment. However, most residents of Glenwood say they experience serious communication problems when they visit specialists or other community health services. Some people say their lack of English medical terminology makes it difficult for them to express fully what they want their doctors or other medical personnel to know about their personal situations.

Mental health workers and community nurses in Glenwood point to many difficulties which commonly arise in their work with the local immigrant population. According to one health care worker, such simple tasks as obtaining a child's birth date are often difficult because of language and cultural barriers. Most health care workers say that home visits to immigrant mothers are especially problematic and communications over the telephone are often ineffective.

Education

Using educational services is not a great problem in Glenwood, again because relatives or friends usually assist in registering children in school or locating appropriate services for newly arriving adults. Glenwood has two high schools and several elementary schools. Once contacts are made with teachers, immigrants to Glenwood say their initial apprehension and confusion are alleviated somewhat as they have a person to obtain specific information from. However, accounting for immigrant students' previous educational backgrounds is often a problem during school registration. Distressingly, most immigrant parents in Glenwood say that they are unable to get a clear picture of their children's educational progress and behavior in local schools.

Employment

Most immigrants with limited English in Glenwood are employed in jobs where they need very little English and their colleagues come from similar cultural backgrounds to themselves. These jobs are often found through friends or relatives as opposed to employment or social service agencies. When residents of Glenwood do work in situations where they have to use English, either with their superiors or co-workers, they run into all kinds of problems. One person said that he was fired from a department store because he, "was unable to understand instructions. My supervisor told me to go to a certain place but I misunderstood him."

Immigrants in Glenwood also feel isolated at work because of their lack of English. One person said that whenever he wants to have a conversation with his co-workers about sports, he can seldom communicate with them and as a result feels rejected. Another person tells of having to give up a restaurant job because she was unable to respond to a colleague's remarks. Employers of Glenwood residents say the main communication problem at work is not understanding specific instructions. One employer said that in order to make sure instructions are fully understood he usually relies on certain workers to pass information on in the language of the workers concerned.

Perceived needs for adult ESL and immigrant services

Adult immigrants, ESL teachers, and public service workers in Glenwood have quite similar views on the community's needs for greater ESL instruction and other immigrant services. They see a strong need for more ESL courses in general. They suggest such courses should be for longer durations and at more flexible times so that more working people and mothers with young children can use them. Most Glenwood residents would like to see more ESL courses integrated with skill-training instruction, more activity-oriented ESL courses focusing on practical tasks, and more orientation

programs for refugees in the community. In-home tutoring is a common suggestion for Glenwood residents who are unable or prefer not to leave their homes. Information about ESL courses and orientation services is apparently not widely available in Glenwood, so people would like to see more publicity in different forms. Many immigrants in Glenwood would also like to see the Canadian public, especially those working in health care and education, become better informed about the cultural differences and needs of immigrants.